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City of Upland
HOUSING ELEMENT UPDATE

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~~SEPTEMBER 27, 2000~~NOVEMBER 20, 2000

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I. INTRODUCTION

A. PURPOSE

The Housing Element of the General Plan identifies and establishes the City's policies with respect to meeting the housing needs of existing and future residents of Upland. It establishes policies that will guide City decision-making and sets forth an action plan to implement its housing goals through the year 2005. These commitments are in furtherance of the statewide housing goal of "early attainment of decent housing and a suitable living environment for every California family," as well as a reflection of the concerns unique to the City of Upland.

B. CITIZEN PARTICIPATION

State law requires that local governments make diligent efforts to solicit public participation from all economic segments of the community in the development of the Housing Element. Public input has been facilitated primarily through the appointment of a Council Advisory Committee, which provided guidance to staff and the consultants in identifying issues and developing policies, programs and objectives. The CAC met on a monthly basis during the course of the project.

In addition to the guidance provided by the CAC, a joint City Council/Planning Commission workshop was held to solicit policy direction early in the Housing Element update process. Two public workshops were also held to provide interested groups and individuals an opportunity to review housing needs and policy options, and offer suggestions. Public hearings were also held by the Planning Commission and City Council prior to review of the element by the Department of Housing and Community Development.

Prior to final adoption of the element, legally-noticed public hearings were held by the Planning Commission on September 27, 2000, November 29, 2000 and City Council on ____________.

C. CONSISTENCY WITH STATE PLANNING LAW

The Housing Element is one of the seven General Plan elements mandated by state planning law, as articulated in Sections 65580 to 65589.8 of the Government Code. State law requires that the Element consists of "an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement and development of housing." The residential character of the City is, to a large extent, determined by the variety of its housing and the location and maintenance of the housing. The Housing Element is an official municipal response to the need to address the housing needs of all economic segments of the population. It establishes policies that will guide City decision making, and sets forth an action program to implement the City's housing goals through 2005.

D. GENERAL PLAN CONSISTENCY

The Housing Element of the General Plan is only one facet of a City's planning program. The California Government Code requires that General Plans contain an integrated, consistent set of goals and policies. The Housing Element is, therefore, affected by development policies contained in the Land Use Element, which establishes the location, type, intensity and distribution of land uses throughout the city. The Circulation Element establishes policies for ensuring adequate mobility for all of the city's residents, workers and visitors. The policies that are contained in other elements of the General Plan affect the quality of life that citizens expect. As amendments to the General Plan are proposed in the future, the various elements, including the Housing Element, will need to be reviewed to ensure that internal consistency is maintained.

E. HOUSING ELEMENT ORGANIZATION

The Housing Element is comprised of the following major components:

- The Community Profile (Section II) contains an overview of the city's population, housing and employment characteristics in the context of regional trends
- The Housing Needs Assessment (Section III) presents a discussion of the city's existing and future housing needs, including special needs such as the elderly and large families, and the city's fair share of regional growth needs.
- Section IV contains a review of housing constraints and resources, including governmental and market constraints to the maintenance, improvement and development of housing.
- Section V presents a review of the previous Housing Element, including a discussion of the appropriateness of goals and policies, the effectiveness of programs, and the progress in achieving quantified objectives.
- The goals, policies and programs that will guide the City's actions through 2005 are presented in Section VI.

The State-mandated Housing Element Components are identified in *Table 1, Required Housing Element Components*, together with a reference to the sections of this document in which they are addressed.

TABLE 1
REQUIRED HOUSING ELEMENT COMPONENTS

Required Housing Element Component	*Reference*
A. HOUSING NEEDS ASSESSMENT AND INVENTORY OF RESOURCES AND CONSTRAINTS	
Analysis of population trends.	Section II.A
Analysis of employment trends.	Section II.B
Projection and quantification of existing and projected housing needs for all income groups.	Section III
Analysis and documentation of household characteristics including the following:	
a. Level of housing cost compared to ability to pay	Section II.D
b. Overcrowding	Section III.A
c. Housing Stock Condition	Section II.D.5
An inventory of land suitable for residential development, including vacant sites, land having redevelopment potential, and an analysis of the relationship of zoning, public facilities and services to these sites.	Section IV.B Appendix A
Analysis of existing and potential governmental constraints upon the maintenance, improvement, or development of housing for all income levels.	Section IV.A.1
Analysis of existing and potential non-governmental and market constraints upon maintenance, improvement, or development of housing for all income levels.	Section IV.A.2
Analysis of special housing needs: handicapped, elderly, large families, female-headed households, farm workers and persons in need of emergency shelter.	Section III.A.3
Analysis of opportunities for energy conservation with respect to residential development.	Section VI.A.5
B. GOALS, OBJECTIVES AND POLICIES	
Identification of goals, objectives and policies relative to maintenance, preservation, improvement and development of housing.	Section VI.A
C. IMPLEMENTATION PROGRAM	
An implementation program should do the following: Identify adequate sites, which will be made available through appropriate action with required public services and facilities for a variety of housing types for all income levels.	Section VI.B
Assist in the development of adequate housing to meet the needs of low and moderate income households.	Section VI.A.1
Identify and, when appropriate and possible, remove governmental constraints to the maintenance, improvement and development of housing.	Section VI.A.1
Conserve and improve the condition of the existing affordable housing stock.	Section VI.A.2
Promote housing opportunities for all persons.	Section VI.A.3
Preserve lower income household assisted housing developments.	Section VI.A.2

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II. COMMUNITY PROFILE

A. POPULATION TRENDS AND CHARACTERISTICS

According to Department of Finance estimates, the City's population as of January 1999 was 67,897. This indicates that since 1990, the population increased 7.1%. In contrast, the County as a whole grew by 16.6%. This difference reflects the diminishing inventory of buildable land in the City as compared to the cities and unincorporated areas to the east. A summary of population growth trends since 1980 is provided in Table 2.

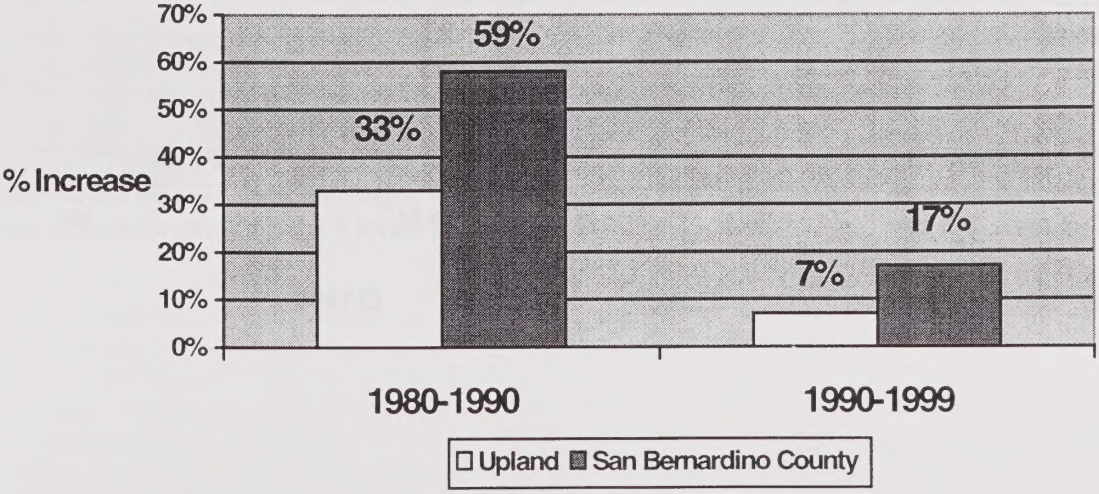
TABLE 2
POPULATION GROWTH
1980-1999

Jurisdiction	*1980*[1]	*1990*[1]	*1999*[2]	*1980-90 Growth*		*1990-99 Growth*	
				Number	*Percent*	*Number*	*Percent*
Upland	47,647	63,374	67,897	15,697	32.9%	4,523	7.1%
San Bernardino County	895,016	1,418,380	1,654,007	523,364	58.5%	235,627	16.6%

[1] U.S. Census Bureau.

[2] California Department of Finance, Population Estimates, January 1, 1999.

Figure 1
Population Growth: 1980-1999
Upland vs. San Bernardino County



1. Age Composition

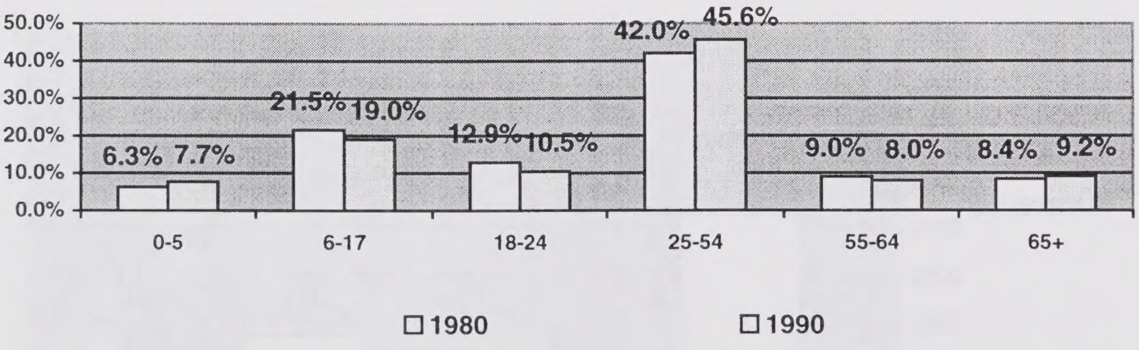
The age breakdown of a population is an important factor in evaluating housing needs and projecting the direction of future housing development. Table 3 illustrates the age distribution of Upland residents as reported by the 1980 and 1990 Census. The table indicates that, in 1990, 45.3% (28,753 persons) of Upland's population was aged 25-54, 37.5% (23,756 persons) was 0-24, and 17.1% (10,865 persons) was over 54. Comparison of 1980 and 1990 data indicates that the largest increases have occurred in the preschool (0-4), prime working (25-54), and senior (65+) age categories.

TABLE 3
AGE DISTRIBUTION
1980-1990

Age Group/Year	1980		1990		1980:1990
	Number	% of Population	Number	% of Population	% Change
Preschool (0-4)	2,991	6.3%	4,736	7.5%	+58%
School (5-17)	10,251	21.5%	12,146	19.2%	+18%
Young Adults (18-24)	6,124	12.9%	6,874	10.8%	+12%
Prime Working (25-54)	20,013	42.0%	28,753	45.3%	+44%
Retirement (55-64)	4,273	9.0%	5,016	7.9%	+17%
Senior Citizens (65+)	3,995	8.4%	5,849	9.2%	+46%
TOTAL	**47,647**	**100%**	**63,374**	**100%**	**+33%**

Source: U.S. Census Bureau

Figure 2
Age Distribution 1980-1999



2. Race and Ethnicity

Census data shows that although the population of the City of Upland in 1990 was nearly 80% White, the City is slowly becoming more diverse, as the change in population between 1980 and 1990 indicates. The White population increased by 28% while the Black and Asian/ Pacific Islander populations increased by 300% and 249% respectively (Table 4). According to Census tabulations, ethnicity is treated as a separate characteristic, i.e., persons identifying themselves as Hispanic are also included in one of the racial categories.

TABLE 4
RACIAL AND ETHNIC COMPOSITION
1980-1990

Racial/Ethnic Group	1980[1]		1990		1980:1990 % Change
	Number	Percent	Number	Percent	
White	39,156	82.1%	49,972	78.9%	+28%
Black	845	1.8%	3,380	5.3%	+300%
American Indian, Eskimo, Aleut [1]	263	0.5%	286	0.5%	+9%
Asian or Pacific Islander	1,276	2.7%	4,457	7.0%	+249%
Other	5,741	12.0%	5,279	8.3%	-8%
TOTAL	**47,647**	**100%**	**63,374**	**100%**	**+33%**
Hispanic	NA	NA	11,115	17.5%	NA

[1] The categories of Asian or Pacific Islander and American Indian, Eskimo or Aleut were combined in 1980.
Source: US Census Bureau

B. EMPLOYMENT TRENDS

1. Jobs Held by Upland Residents

The 1990 Census showed that 32,430 residents of the City of Upland were employed. According to the California State Employment Development Department, the unemployment rate in Upland was 3% in October of 1999, compared to 4.5% for the County of San Bernardino as a whole.

Table 5 shows the number of persons employed in each occupation and the corresponding percentages of the labor force for the City according to the 1990 Census. The table indicates that one-third of the employed population works in the Service industry, 17% work in Manufacturing, and 17% work in Retail Trade.

TABLE 5
JOBS HELD BY UPLAND RESIDENTS BY SECTOR
1990

Job Sector	Number	Percent
Agriculture	582	2%
Mining	57	<1%
Construction	2,094	6%
Manufacturing	5,353	17%
Transportation	1,416	4%
Communications/other Public Facilities	987	3%
Wholesale Trade	1,407	4%
Retail Trade	5,564	17%
Finance, Insurance, & Real Estate	2,737	8%
Services	10,806	33%
Public Administration	1,427	4%
Total Employed Persons (16 years and over)	**32,430**	**100%**

Source: 1990 U.S. Census

2. Major Employers

As Table 6 indicates, the City of Upland Chamber of Commerce reported that the San Antonio Community Hospital is the largest employer in Upland in 1999, with 1,800 employees. According to the 1990 Census, this figure represents approximately 6% of the city's employed population. The Upland Unified School District is the city's second largest employer with 900 employees (or approximately 3% of Upland's employed population). Lewis Homes, the City of Upland, and GTE California follow as the third, fourth, and fifth largest employers, respectively.

TABLE 6
MAJOR EMPLOYERS IN UPLAND
1999

Company	Number of Employees
San Antonio Community Hospital	1,800
Upland Unified School District	900
Lewis Homes	381
City of Upland	328
GTE California	300

Source: City of Upland Chamber of Commerce, 1999

3. Jobs/Housing Balance

The "jobs-housing balance" test is a general measure of a community's employment opportunities with respect to its residents' needs. A balanced community would reach equilibrium between employment and housing opportunities so the majority of the residents could also work within the community. The jobs-housing balance for the City of Upland is shown in Table 7. According to the 1990 Census, there were 32,430 employment opportunities and 23,075 households resulting in a jobs/household ratio of 1.41. In comparison, jobs/housing ratio for San Bernardino is 1.27. This ratio demonstrates that Upland is currently a job-rich community when compared to the county as a whole.

TABLE 7
CITY OF UPLAND JOBS/HOUSING BALANCE
1990

	Upland	San Bernardino County
Employment	32,430	591,371
Households	23,075	465,877
Jobs/Housing Ratio	1.41	1.27

Source: U.S. Census Bureau, State of California, EDD, Department of Finance.

C. HOUSEHOLD CHARACTERISTICS

1. Household Formation and Composition

Table 8 compares the total households in 1990 and 1999 for California, San Bernardino County, and City of Upland. The table shows that while the total number of households for California and San Bernardino County increased 8.1% and 11%, respectively, the number of households in the City of Upland increased only 2.9%. Upland's relatively slow growth is attributed to the fact that it is a mature community without large areas of vacant land.

TABLE 8
TOTAL HOUSEHOLDS
1990-1999

Area	1990	1999	% Increase 1990-1999
California	10,381,206	11,225,363	8.1%
San Bernardino County	464,737	515,865	11.0%
City of Upland	23,075	23,746	2.9%

Source: U.S. Bureau of Census 1990 for the City, County and State; Department of Finance Population Estimates, 1/1/99.

2. Household Type

Table 9 shows the household types for the City of Upland according to the 1990 Census. The data illustrates that married couple families occupy the majority of households at 59%. These households are split approximately even according to those with and those without children under 18 years of age (6,736 and 6,928 respectively). Non-family households are the next largest household type and represent approximately 27% of households in Upland. Of the remaining 14% of households, the majority are female households with no husband present.

This table illustrates the changing nature of housing needs. Less than one-third of all households in 1990 were "traditional" families – a married couple with children.

TABLE 9
HOUSEHOLD TYPE
1990

Married-couple family		Male householder, no wife present		Female householder, no husband present		Non-family	Total
W/ children under 18 yrs.	W/out children under 18 yrs.	W/ children under 18 yrs.	W/out children under 18 yrs.	W/ children under 18 yrs.	W/out children under 18 yrs.		All Households
6,736 29%	6,928 30%	492 2%	427 2%	1,369 6%	931 4%	6,192 27%	23,075 100%

Source: 1990 U.S. Census.

3. Household Size by Tenure

According to the 1990 Census, the average household size for owners in the City of Upland is slightly higher (2.9 persons per household) than for renters (2.4 persons per household). Table 10 shows the number of renter and owner households by size. Only about 9% of renter households have 5 or more persons, while over 60% of renter households have 1 or 2 persons. About 13% of owner households have 5 or more persons.

TABLE 10
HOUSEHOLD SIZE BY TENURE
1990

	Households	Renter (%)	Owner (%)
1 Person	4,851	2,825 (31%)	2,026 (15%)
2 Persons	7,456	2,733 (30%)	4,723 (34%)
3-4 Persons	8,132	2,783 (30%)	5,349 (38%)
5+ Persons	2,638	812 (9%)	1,826 (13%)
TOTAL	23,077	9,153 (100%)	13,924 (100%)
AVERAGE HOUSEHOLD SIZE		**2.4 persons**	**2.9 persons**

Source: U.S. Bureau of Census 1990.

4. Household Income

1999 estimates for household income by tenure are provided in Table 11. The table shows that nearly half of all renter households have incomes below 80% of the countywide median, and 28% are considered very-low-income (i.e., less than 50% of median). These households are at greatest risk of serious housing problems, and often are required to double up in order to make ends meet.

Owner-occupants typically have higher incomes, with only about 15% of all households falling in the low-income category (i.e., below 80% of median income).

TABLE 11
HOUSEHOLD INCOME BY TENURE
1999

Income Category	Total	Renter (%)	Owner (%)
Less than 30%	1,833 (8%)	1,303 (14%)	530 (4%)
30 to 50%	1,874 (8%)	1,263 (14%)	611 (4%)
51 to 80%	2,842 (12%)	1,789 (20%)	1,053 (7%)
80% or greater	17,108 (72%)	4,737 (52%)	12,371 (85%)
TOTAL	23,657 (100%)	9,092 (100%)	14,566 (100%)

Source: SCAG 1999.

Table 12 displays the number and percentage of households below poverty level in the City of Upland according to household type, as reported in the 1990 Census. The Census reported that 7.1% of all households in the City were below the poverty level. Married couple families represented the lowest percentage (2.7%) of households below the poverty level while female households had the greatest percentage (22.7%). Households with children comprised the majority of households below the poverty level.

TABLE 12
HOUSEHOLDS BELOW POVERTY LEVEL
1990

Household Type	Total Households	Number of Households Below Poverty Level	Percentage of Households Below Poverty Level
Married Couple Families	**13,304**	**353**	**2.7%**
Family With Children	6,736	250	3.7%
Family Without Children	6,928	103	1.5%
Male Households	**919**	**106**	**11.5%**
With Children	492	94	19.1%
Without Children	427	12	2.8%
Female Households	**2,300**	**516**	**22.4%**
With Children	1,369	489	35.7%
Without Children	931	27	2.9%
Non-Family	**6,192**	**664**	**10.7%**
TOTAL HOUSEHOLDS	**23,075**	**1,639**	**7.1%**

Source: 1990 Census

D. HOUSING INVENTORY AND MARKET CONDITIONS

1. Housing Stock Profile

Table 13 displays a regional comparison of total housing stock from 1980-1999. The results indicate that the City of Upland has experienced less rapid growth than most other cities and San Bernardino County as a whole during the past decade. From 1980-1990, all of the cities shown in the table experienced at least double-digit growth in percentage change in total housing stock; Upland experienced 32% growth.

Since 1990, growth has slowed tremendously, dipping below 6% growth in all cities except for Rancho Cucamonga, below 7% in the overall County, and to 3% in Upland.

TABLE 13
REGIONAL COMPARISON OF TOTAL HOUSING STOCK
1980-1999

Area	1980	1990	1999	Change 1980-90		Change 1990-99	
City of Upland	18,595	24,496	25,204	5,901	(32%)	708	(3%)
City of Montclair	7,860	8,915	9,217	1,055	(13%)	302	(3%)
City of Ontario	31,339	42,536	44,699	11,197	(36%)	2,163	(5%)
City of Rancho Cucamonga	17,839	36,367	41,193	18,528	(104%)	4,826	(13%)
San Bernardino County	370,155	572,379	604,060	202,224	(54%)	31,681	(6%)

Source: U.S. Bureau of Census 1980 & 1990 for County and City of Upland; 1994-98 CHAS for adjacent cities in 1980 and 1990. Department of Finance January, 1999, estimate for cities and county in 1999.

Table 14 indicates that, between 1990 and 1999, the housing stock composition in both the city and the county changed very little. In addition, the majority of housing in both the City and County is comprised of single-family detached units and multi-family units with 5 or more occupants. In comparison to San Bernardino County, the City of Upland has a substantially higher concentration of multi-family units (33%) as compared to 21% in the county as a whole.

TABLE 14
COMPOSITION OF HOUSING STOCK BY UNIT TYPE
1990-1999

	Upland				San Bernardino County			
Unit type	1990		1999		1990		1999	
SF detached	14,043	57%	14,381	57%	361,598	67%	412,982	68%
SF attached	1,541	6%	1,667	7%	22,284	4%	22,947	4%
MF (2-4 units)	2,494	10%	2,644	11%	38,591	7%	40,301	7%
MF (5+ units)	5,559	23%	5,652	22%	76,877	14%	83,030	14%
Mobile Homes	859	4%	860	3%	42,982	8%	44,800	7%
Total	**24,496**		**25,204**		**542,332**		**604,060**	

Source: Department of Finance Population & Housing Estimates 1/1/99

2. Tenure

Table 15 details occupied housing units according to tenure for the City of Upland according to the 1990 Census. The data shows that single-family units make up the largest proportion (65%) of all housing units. The vast majority of owner-occupied units (92%) are single-family homes. Multi-family units in buildings having 5 or more units account for just over half of all renter-occupied units, while about one-quarter of rental units are single-family homes.

TABLE 15
OCCUPIED HOUSING UNITS BY TENURE
1990

Type	Owner-Occupied Units		Renter-Occupied Units		Total
	Number	Percent	Number	Percent	
Single-Family*	12,748	92%	2,365	26%	15,113
2-4 Multi-family	232	2%	2,040	22%	2,272
5 or more Multi-family	55	<1%	4,692	51%	4,747
Mobile Home	858	6%	27	<1%	885
Other	31	<1%	29	<1%	60
TOTAL	**13,924**	**100%**	**9,153**	**100%**	**23,077**

* Includes both detached and attached units.
Source: 1990 Census, Summary Tape File 3A.

3. Vacancy Rates

Table 16 shows the vacancy rate for housing units according to size and tenure. According to the 1990 Census, the City of Upland maintained a vacancy rate of 6%. Approximately half of the vacant units contain 2 bedrooms; of these, the majority are rental units.

TABLE 16
HOUSING VACANCY BY UNIT SIZE
1990

Category	Total	Housing Type		
		0 & 1 Bedroom	2 Bedrooms	3+ Bedrooms
Year Round Housing	24,496[1]	4,251	7,214	13,031
Occupied Units	**23,077 (94%)**	**3,871 (16%)**	**6,593 (27%)**	**12,613 (51%)**
-Rental Units	*9,153 (40%)*	3,576	4,248	1,329
-Ownership Units	*13,924 (60%)*	295	2,345	11,284
Total Vacant	**1,419 (6%)**	**380 (1%)**	**621 (3%)**	**418 (2%)**
-Vacant for Rent	*892 (4%)*	321	454	117
-Vacant for Sale	*178 (<1%)*	18	18	142
-Other Vacant/Seasonal	*349 (1%)*	41	149	159

* As a percentage of occupied units
[1] Includes trailer units
Source: 1990 Census

4. Age of Housing Stock

Table 17 displays the age of housing stock in the City of Upland according to the 1990 Census. The results indicate that the majority of housing is less than 30 years old. The age characteristics of renter-occupied units are very similar to owner-occupied units.

TABLE 17
AGE OF HOUSING STOCK
1990

Year Built	Owner	Renter
Before 1940	521 (4%)	544 (6%)
1940 – 1949	417 (3%)	551 (6%)
1950 – 1959	1,746 (13%)	988 (11%)
1960 – 1969	2,827 (20%)	1,569 (17%)
1970 – 1979	4,209 (30%)	2,639 (29%)
1980-March 1990	4,204 (30%)	2,862 (31%)
TOTAL	**13,924 (100%)**	**9,153 (100%)**

Source: 1990 Census, STA-3A.; City of Upland Planning Dept.

5. Housing Conditions

The only information on housing conditions reported by the Census is the status of kitchen and plumbing facilities. This data is displayed in Table 18. According to the 1990 Census, less than 1% of the total housing stock lacks complete kitchen or plumbing facilities. It is recognized, however, that there are a number of housing problems that are not captured by this definition, such as structural, roofing, heating and electrical deficiencies.

TABLE 18
CONDITION OF KITCHEN & PLUMBING FACILITIES OF TOTAL HOUSING STOCK
1990

Year Built	Number of Units	Percent of Units
Kitchen		
Complete	24,298	99.2%
Incomplete	198	0.8%
Plumbing		
Complete	24,426	99.7%
Incomplete	70	0.3%

Source: 1990 Census, STA-3A

6. Housing Costs and Rents

Table 19 shows the maximum affordable rent and purchase prices for housing in the City of Upland according to income categories. According to income limits established by HUD, the maximum annual income for those in the very-low-income category is $23,700. By definition, housing is "affordable" if the monthly payment is not more than 30% of gross income. Based on that standard the maximum affordable monthly rent for a very-low-income household is $593, and the estimated maximum purchase price of a home is $75,000. People who earn between $23,700 and $37,920 are considered to be in the low-income category and can afford a maximum monthly rental payment of $948 and a maximum purchase price of $120,000.

Moderate-income households earn between $37,920 and $56,880 and can afford a monthly rental payment of $1,422 and a purchase price of about $170,000. The above-moderate category is defined as annual income greater than $56,880, with monthly rent over $1,422 and sales price over $170,000.

TABLE 19
AFFORDABLE RENT AND PURCHASE PRICE BY INCOME CATEGORY
1999

Income Category	*Annual Income* [1]	*Maximum Monthly Rent Payment* [2]	*Estimated Maximum Purchase Price* [3]
Very Low	$23,700	$593	$75,000
Low	$37,920	$948	$120,000
Moderate	$56,880	$1,422	$170,000
Above Moderate	Above $56,880	Above $1,422	Above $170,000
Median	$47,400		

[1] Income limits established by HUD, January 2000.

[2] Based on 30% of income.

[3] Assumes 10% down payment, a 8.5% interest rate, 1.25% tax and homeowners insurance and a 28% debt~~-rates~~ratio.

a. *Existing and New Home Price Trends*

Figure 3 compares the median home and condo prices in the City of Upland between June 1998 and June 1999. According to Axiom/DataQuick information, the median home price for the City of Upland increased from $157,00 to $168,000, or 7%, between June 1998 and June 1999. During the same period, the median Condo price increased from $120,000 to $121,000, or 1%. The median prices of San Bernardino County homes and condos are significantly lower. Through June 1999, the median price for existing homes throughout the County was $128,000 or $40,000 less than Upland. In addition, the median price for existing condos throughout the County dropped from $94,000 to $77,000 (18%) between June 1998 and June 1999. It should be noted that these statistics may reflect isolated changes in the "mix" of units sold during the particular time period and not price trends in general.

Figure 3
Median Home & Condo Prices
Upland vs. San Bernardino County
1998-1999

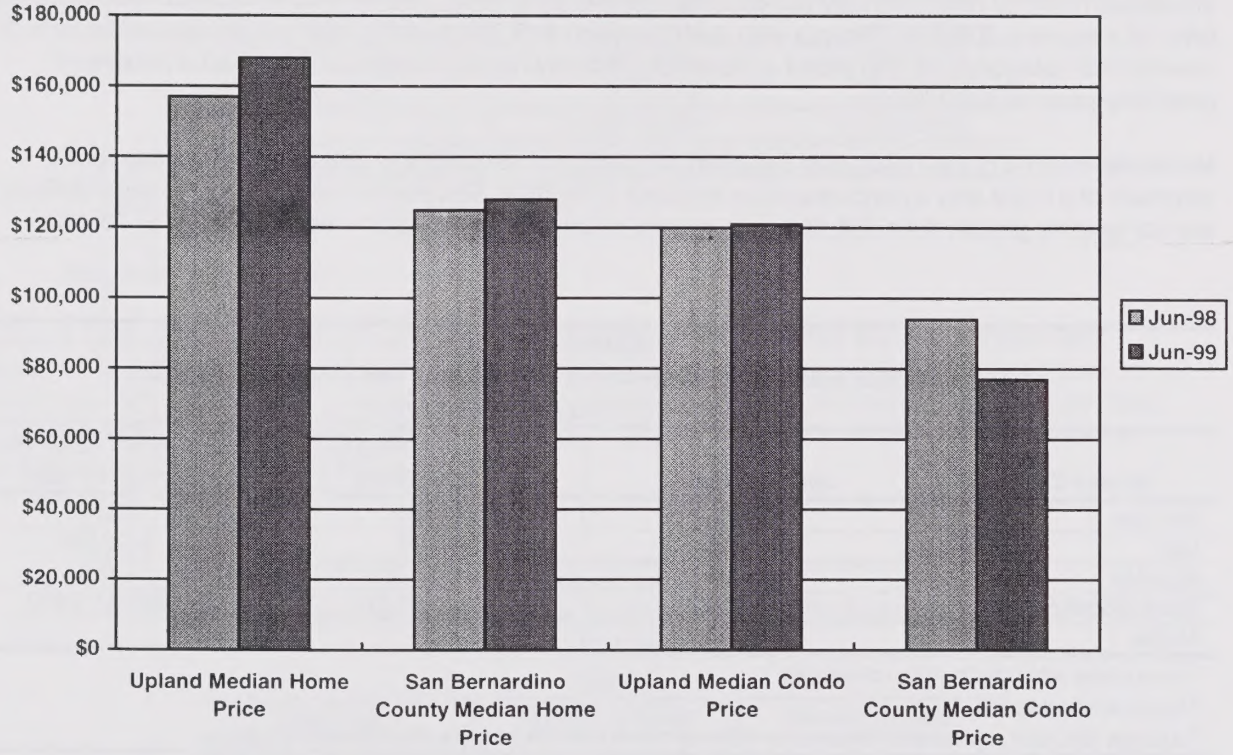


Table 20 presents a survey of new home sales prices in the Upland area during 1999. Nine projects with a total of 502 homes were surveyed. Sales prices ranged from $151,900 to $549,000. Using the income categories shown in Table 21 it is estimated that about 17% of new homes were affordable to Moderate-income buyers and the remaining 83% were Above-moderate.

TABLE 20
REPRESENTATIVE NEW HOME PRICES
1999

Development	Product Type	Total Units	Price Range	*Income Category*[1]			
				VL	**Low**	**Moderate**	**Above Moderate**
Chaparral Heights	Single-Family Detached	21	$335,000- $420,000				21
Pepperview Homes	Single-Family Detached	39	$157,950- $198,950			10	29
The Ponte Vecchio @ San Antonio Heights	Single-Family Detached	12	$439,900- $549,000				12
Heartland	Single-Family Detached	115	$151,900- $178,900			75	40
Citrus Grove	Single-Family Detached	16	$359,900- $419,900				16
Citrus Highland	Single-Family Detached	15	$299,900- $319,900				15
Mountain Shadows	Single-Family Detached	124	$279,900- $367,900				124
Fairway Classics	Townhouse	80	$249,900- $265,900				80
Tuscany	Single-Family Attached	80	$235,990- $271,990				80
SUMMARY		**502**				85 (17%)	**417** (83%)

Source: The Meyers Group, The Planning Center
Notes:
1. Estimate based on income categories presented in Table 21.

b. Rental Prices

Table 21 presents the results of a rental market survey conducted in September 1999. The most common unit type – 1-bedroom, 1-bath units – were found to have an average a monthly rent of $652. The second largest sample surveyed, 2-bedroom, 2-bath units, had an average monthly rent of $803. The average monthly rent for all units was $750.

A comparison of rental rates by city is shown in Table 22. The survey shows that the average rent in Upland is quite similar to the countywide average ($750 vs. $724).

TABLE 21
RENTAL MARKET SAMPLE*
SEPTEMBER 1999

	# Units	% Mix	Average SF	Average Low Rent	Average High Rent	Average Rent
studio	225	6%	533	$570	$570	$570
jr. 1 bd	105	3%	551	$568	$583	$573
1bd 1 bth	1,447	40%	714	$649	$659	$652
2 bd 1 bth	344	10%	931	$751	$760	$754
2 bd 1.5 bth	106	3%	1,063	$878	$878	$878
2 bd 2 bth	1,104	31%	998	$802	$806	$803
2 bd 2.5 bth	233	6%	1,338	$1,063	$1,063	$1,063
3 bd 2 bth	44	1%	1,163	$1,078	$1,078	$1,078
Totals	**3,608**	**100%**	**918**	**$748**	**$754**	**$750**

* Sample includes only large complexes of 80+ units.
Source: REALFACTS, September 1999

TABLE 22
RENTAL MARKET COMPARISON BY CITY*
SAN BERNARDINO COUNTY
1999

	Units Surveyed	% Total	Average Occupancy	Average Rent
Alta Loma	1,350	4.1%	98.5%	$910
Chino	1,532	4.6%	98.0%	$777
Chino Hills	1,533	4.6%	97.5%	$974
Colton	2,995	9.0%	97.5%	$557
Fontana	1,475	4.4%	98.4%	$584
Grand Terrace	992	3.0%	97.5%	$617
Highland	1,070	3.2%	87.6%	$549
Loma Linda	1,006	3.0%	97.7%	$727
Montclair	165	0.5%	98.8%	$963
Ontario	2,769	8.3%	98.0%	$776
Rancho Cucamonga	4,869	14.6%	97.6%	$829
Redlands	2,786	8.4%	97.7%	$694
Rialto	1,724	5.2%	96.6%	$653
San Bernardino	3,977	12.0%	93.9%	$607
Upland	**3,608**	**10.8%**	**97.8%**	**$750**
Victorville	1,423	4.3%	95.5%	$518
Totals	33,274	100.0%	96.9%	$724

* Sample includes only large complexes of 80+ units.
Source: Real Facts 11/16/99

c. *Affordability Gap Analysis*

Comparing Table 19 with Figure 3 shows that the Upland median home price of $168,000 falls within the moderate-income category, while the median condo price of $121,000 is within the low-income level. These comparisons reflect the relatively good affordability of housing in San Bernardino County and the Inland Empire generally as compared to the Los Angeles/Orange County metropolitan area.

As noted in Table 20, about 17% of new homes in Upland were affordable to moderate-income buyers while the remaining 83% were priced at above-moderate levels.

Figure 4
Rental Market Analysis
September 1999

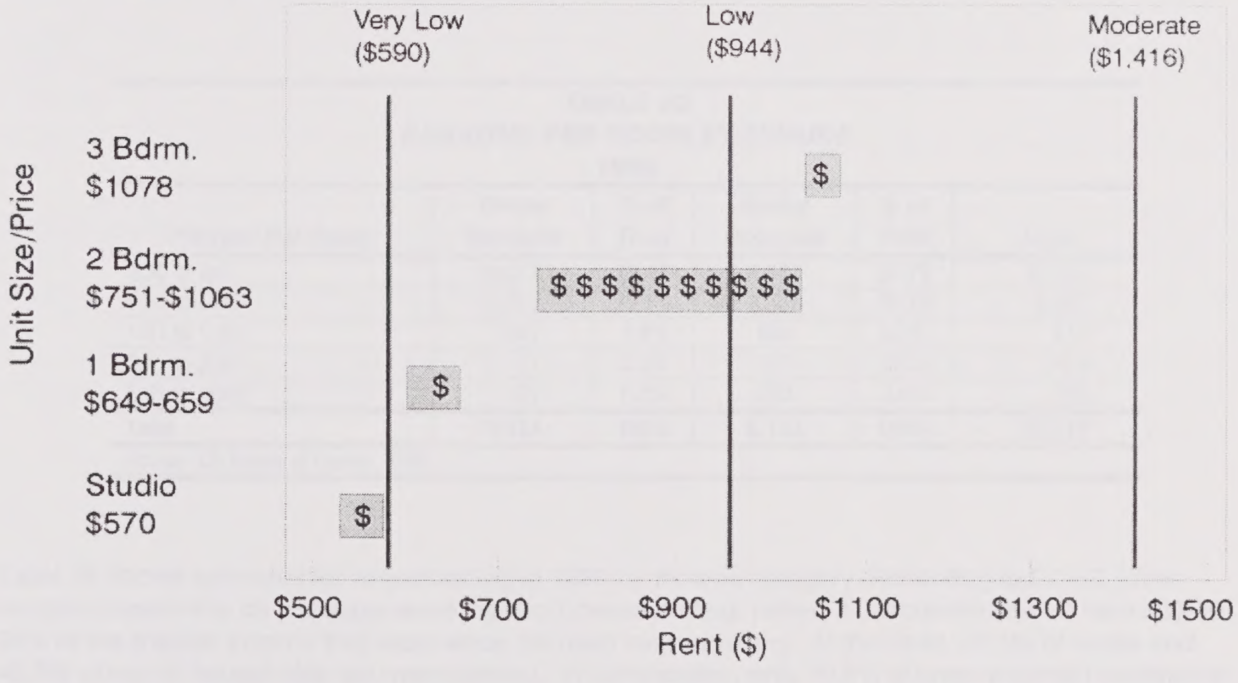


Figure 4 shows the comparison between market rents and affordable rent levels by income category. This figure indicates that all of the surveyed studio units met the very-low-income standard, and all of the 1-bedroom units rented for rates affordable to low-income households. Most of the 2-bedroom units rented at low-income rates, while 3-bedroom units rented in the moderate-income category.

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III. HOUSING NEEDS

A. EXISTING NEEDS

1. Overcrowding

As defined by State housing policy, overcrowding is a unit that contains 1.01 persons or more per room. Overcrowding places a strain on physical facilities, does not provide a satisfying environment, and eventually causes conditions that contribute both to deterioration of the housing stock and neighborhoods in general. Table 23 shows the number of persons per room in all units in the City of Upland by tenure.

According to the 1990 Census, 6.4% of the total households in Upland were overcrowded. Rental households experience more overcrowding than do owned households. Only 2.5% of owner occupied households were overcrowded while over 12.4% of rental households experienced overcrowding. In addition, severe overcrowding – more than 1.5 persons per room – was found in 6.2% of rental households but only 0.7% of owner households.

TABLE 23
PERSONS PER ROOM BY TENURE
1990

Persons Per Room	Owner Occupied	% of Total	Renter Occupied	% of Total	Total
0.50 or less	10,077	72.4%	4,647	50.8%	14,725
0.51 to 1.00	3,502	25.1%	3,365	36.8%	6,867
1.01 to 1.50	247	1.8%	565	6.2%	812
1.51 to 2.00	71	0.5%	353	3.8%	424
2.01 or more	27	0.2%	223	2.4%	250
Total	**13,924**	**100%**	**9,153**	**100%**	**23,078**

Source: US Bureau of Census, 1990

Table 24 shows estimates for overcrowding in 1999 by income category. According to SCAG, lower income households do not experience the most overcrowding, rather, it is households that earn 80% to 95% of the median income that experience the most overcrowding. At this level, 47.5% of renter and 45.5% of owner households are overcrowded. In comparison, only 10.6% of lower-income households experience are overcrowded. Nevertheless, when examined according to tenure, lower-income rental households experience much more overcrowding (14.5%) than do lower-income owner households (2.7%).

TABLE 24
OVERCROWDING
1999

Income Category	*Renters*	*Owners*	*All Households*
TOTAL – LESS THAN 30%	1,303	530	1,833
Number with Overcrowding	104*(7.8%)*	0(0%)	104*(5.7%)*
TOTAL – 30% TO 50%	1,263	611	1,874
Number with Overcrowding	249*(19.7%)*	8*(1.3%)*	257*(13.7%)*
TOTAL – 50% TO 80%	1,789	1,053	2,842
Number with Overcrowding	278*(15.5%)*	52*(4.9%)*	330*(11.6%)*
TOTAL – 80% TO 95%	978	707	1,685
Number with Overcrowding	465*(47.5%)*	322*(45.5%)*	787*(46.7%)*
TOTAL – GREATER THAN 95%	3,759	11,664	15,423
Number with Overcrowding	255*(6.8%)*	131*(1.1%)*	386*(2.5%)*
TOTAL – ALL HOUSEHOLDS	9,092	14,566	23,657
Number with Overcrowding	1,351*(14.9%)*	514*(3.5%)*	1,865*(7.9%)*

Source: SCAG RHNA Report, December 1999

2. Households Overpaying for Housing

According to State housing policy, overpaying occurs when housing costs exceed 30% of gross household income. Table 25 presents housing costs as a percentage of income for the City of Upland.

According to the 1990 Census, 37.6% of all households pay 30% or more of gross income for housing.

When looking at overpayment by tenure, Table 25 shows that overpayment is more widespread in rental households (46%) than in owned households (32%). In particular, 92% of renters earning less than $20,000 overpay while only 59% of comparative owners overpay.

TABLE 25
HOUSING COSTS AS PERCENTAGE OF GROSS INCOME
1990

	0-19%		*20-29%*		*30% or more*		*Total* [1]	
	Number	***Percent***	***Number***	***Percent***	***Number***	***Percent***	***Number***	***Percent***
OWNER HOUSEHOLDS								
Less than $10,000	45	11%	38	9%	343	81%	426	100%
$10,000-$19,999	285	38%	118	16%	344	46%	747	100%
$20,000-$34,999	489	34%	200	14%	739	52%	1,428	100%
$35,000-$49,999	816	37%	429	20%	950	43%	2,195	100%
$50,000 or more	3,528	47%	2,435	33%	1,529	20%	7,492	100%
Total Owner [1]	**5,163**	**42%**	**3,220**	**26%**	**3,905**	**32%**	**12,288**	**100%**
RENTER HOUSEHOLDS								
Less than $10,000	0	0%	104	8%	1,136	92%	1,240	100%
$10,000-$19,999	0	0%	150	8%	1,668	92%	1,818	100%
$20,000-$34,999	177	6%	1,530	55%	1,083	39%	2,790	100%
$35,000-$49,999	627	43%	738	50%	99	7%	1,464	100%
$50,000 or more	1,333	85%	162	10%	65	4%	1,560	100%
Total Renter [1]	**2,137**	**24%**	**2,684**	**30%**	**4,051**	**46%**	**8,872**	**100%**

[1] Represents occupied housing units only.

Source: US Bureau of Census, 1990.

Table 26 displays estimates for overpayment in 1999 by lower income households. According to SCAG, 72% of all lower income households are overpaying for housing. A greater percentage (80%) of lower-income rental households overpays than owner households (55%). Over 90% of renter households that earn 30% to 50% of the median income overpay. Also, as seen in overcrowding, households that earn 80% to 95% of the median income have similar rates of overpayment. At this income level, 47.5% of renter and 45.5% of owner households overpay for housing.

TABLE 26
OVERPAYMENT
1999

Income Category	***Renters***	***Owners***	***All Households***
TOTAL – LESS THAN 30%	1,303	530	1,833
Number with Overpayment	1,027*(78.8%)*	301*(56.8%)*	1,328*(72.4%)*
TOTAL – 30% TO 50%	1,263	611	1,874
Number with Overpayment	1,154*(91.4%)*	396*(54.8%)*	1,550*(82.7%)*
TOTAL – 50% TO 80%	1,789	1,053	2,842
Number with Overpayment	1,322*(73.9%)*	515*(48.9%)*	1,837*(64.6%)*
TOTAL – 80% TO 95%	978	707	1,685
Number with Overpayment	465*(47.5%)*	322*(45.5%)*	787*(46.7%)*
TOTAL – GREATER THAN 95%	3,759	11,664	15,423
Number with Overpayment	203*(5.4%)*	2,991*(25.6%)*	3,194*(20.7%)*
TOTAL – ALL HOUSEHOLDS	9,092	14,566	23,658
Number with Overpayment	4,171*(45.9%)*	4,525*(31.1%)*	9,296*(39.4%)*

Source: SCAG RHNA Report, December 1999

3. Special Needs Groups

a. Elderly Persons

The percentage of elderly with mobility and/or self-care limitations for the City of Upland is shown in Table 27. According to the 1990 Census, 6% of elderly males and 8% of elderly females have either mobility and/or self-care limitation. The most common limitation for the entire elderly population is one of mobility. While elderly males are more likely to have a mobility limitation and a self-care limitation, their female counterparts are more likely to have only a mobility limitation.

TABLE 27
ELDERLY MOBILITY AND/OR SELF-CARE LIMITATIONS
1990

Mobility and Self-Care Status	Male	% of Total in Cohort (65+)	Female	% of Total in Cohort (65+)	Total
Mobility Limitation Only	111	1.9%	233	4.0%	344
Self-Care Limitation Only	103	1.8%	94	1.6%	197
Both-Mobility and Self-Care Limitation	135	2.3%	163	2.8%	298
TOTAL WITH LIMITATION	**349**	**6.0%**	**490**	**8.4%**	**839**

Source: U.S. Bureau of Census, 1990.

b. Large Families

Table 28 displays the number of large households by tenure for the City of Upland. Large households are defined as five or more persons and are included as a special needs group because they require larger dwellings with more bedrooms. According to the Census, large households represent 11% of all households in Upland. The data indicates that about 8% of renter households had 5 or more persons while about 12% of owner households had 5 or more occupants.

TABLE 28
LARGE HOUSEHOLDS BY TENURE
1990

Number of Persons in Unit	Owner Occupied	Renter Occupied	Total
Five	1,179 (8%)	503 (5%)	1,682 (7%)
Six	448 (3%)	193 (2%)	641 (3%)
Seven or More	199 (1%)	116 (1%)	315 (1%)
TOTAL HOUSEHOLDS	13,924	9,153	23,077

Source: U.S. Bureau of Census, 1990.

c. Female-headed Households

Female-headed households are included as a special needs group because of the low rate of homeownership, lower incomes, and high poverty rates experienced by this group. According to the

1990 Census, 1,784 female-headed households or 78% are below the poverty level. Table 29 illustrates the percentage of female-headed households for the City of Upland. The data shows that the majority of female-headed households have no children under the age of 18.

TABLE 29
FEMALE HEADS OF HOUSEHOLDS
1990

Household Type	Total	Percentage of Total Households
Female Headed Households (no children under 18)	1,369	6%
Female Headed Households with children under 18	931	4%
TOTAL FEMALE HEADED HOUSEHOLDS	**2,300**	**10%**

Source: U.S. Bureau of Census, 1990.

d. Disabled Persons

Table 30 displays the number and percentage of persons reporting a work disability in the City of Upland according to age group. According to the Census, 4,263 persons age 16 and up reported a work disability. This number represents 8.8% of the total population. The elderly (65+) have the largest percentage of persons with a work disability (28.7%), however, there is a larger number (2,591) of persons aged 16-64 with a work disability.

TABLE 30
PERSONS REPORTING A WORK DISABILITY
1990

Age Group	Total Population	Persons with a Work Disability	Percentage of Population
16-64	42,464	2,591	6.1%
65+	5,833	1,672	28.7%
TOTAL	**48,297**	**4,263**	**8.8%**

Source: 1990 Census

e. Homeless Population

Due to the nature of homelessness, an accurate count of the homeless population is difficult at best. In addition, homelessness is a transitory condition, i.e., a person may be homeless one week, but not the next. The very definition of homeless varies by person. There are those who are without housing of their own and live on streets, under bridges, in abandoned vehicles, etc. There are also those who are temporarily sleeping in homes or apartments of friends or relatives. For the purposes of this document, homeless persons are considered to be those who are without their own housing, regardless of where they sleep.

According to the 1997 Homeless Census Preliminary Draft Report for the County of San Bernardino, an estimated 56,000 individuals in San Bernardino County will experience homelessness in a 3-year time span. The typical homeless person is between 30 and 50 years of age and is either a single male or a single female with an average of 3 minor dependent children. The typical homeless person is a high school graduate who has lived in California for several years, and has been homeless for less than one year.

There is a significant chance that this homeless person has a problem with drugs and/or alcohol and a 23% chance of being a veteran of the Armed Services. This typical homeless person may have a health problem contributing to being homeless and has a 22% chance of either themselves or their children being a victim of domestic violence. The service that is most desired by the current homeless population is assistance in obtaining employment.

There are currently two shelters that provide transitional housing in the City of Upland: The Foothill Family Shelter and Pacific Lifeline. Table 31 shows the characteristics for each of these facilities. Both facilities are full and in strong demand. The Foothill Family Shelter contains 8 apartment units and 32 beds that currently serve 8 families. The shelter reports that there are 10 applications for every available space and approximately 90% of these applicants are families. Pacific Lifeline contains 6 units and 24 beds that serve 6 families. These families are from areas throughout the county and tend to stay the maximum length possible.

The Outreach Success Program affiliated with the Upland Unified School District provides services to homeless families with children attending Upland schools. According to their records, they service approximately 80 homeless families or about 307 people. 150 of these are school-aged children and more than half of the families are headed by female single-parents. There are, therefore, at least 300 homeless persons in Upland, and potentially a great many more.

TABLE 31
HOMELESS SERVICE PROVIDERS
1999

Facility	***# of Units/Beds***	***Max. Length of Stay***	***Avg. Length of Stay***	***Current Occupancy***	***Financial Support***
Foothill Family Shelter	8 apartment units 32 beds	90 days	90 days	8 families [1]	55% government 45% community
Pacific Lifeline	6 units 24 beds	1 year	9 months	6 families	100% community
Total	***14 units*** ***56 beds***	***NA***	***NA***	***14 families***	***NA***

[1] A family consists of 1 or more persons with a dependent child.
Source: Foothill Family Shelter and Pacific Lifeline.

f. Farmworkers

Farmworkers are traditionally defined as persons whose primary incomes are earned through seasonal agricultural work. Farmworkers have special housing needs because they earn lower incomes than many other workers do and move throughout the season from one harvest to the next. Table 32 shows the number of households occupied by farmworkers in the City of Upland. According to the Census, 436 residents (1.3%) were employed in farming, forestry, or fishing occupations. In comparison, 11,097 residents (1.9%) of San Bernardino County were employed in these occupations.

TABLE 32
SUMMARY OF EXISTING HOUSING NEEDS

Overpaying Households[1]		Special Needs Group[2]	
Renter		Elderly Households	5,849
Very Low Income	2,181	Disabled Persons	4,263
Low Income	1,322	Large Households	2,638
Moderate and Above	668	Female Headed Households	2,300
Total	4,171	Female Headed Households with Children	1,369
Owner		Farmworkers	436
Very Low Income	697		
Low Income	515		
Moderate and Above	3,313		
Total	4,525		
TOTAL OVERPAYING	***9,296***		

Overcrowding[1]	
Renter	
Very Low Income	353
Low Income	278
Moderate and Above	720
Total	1,351
Owner	
Very Low Income	8
Low Income	52
Moderate and Above	453
Total	514
TOTAL OVERCROWDING	***1,865***

Source: SCAG RHNA Existing Needs Problems detail, 1999; 1994-1998 City of Upland CHAS; 1995 City of Upland Consolidated Plan; and 1990 U.S. Census

[1] SCAG's methodology utilizes HUD income categories to identify existing housing needs. The table has been adjusted to incorporate State HCD's defined income categories.

[2] Based on 1990 Census data.

B. GROWTH NEEDS

1. Overview of the SCAG Regional Housing Needs Assessment

The Regional Housing Needs Assessment (RHNA) is a key tool for SCAG and local governments to plan for anticipated growth. The RHNA quantifies the anticipated need for housing within each jurisdiction between 1998 to 2005. Communities then determine how they will address this need through the process of completing the Housing Elements of their General Plans. The RHNA does not necessarily encourage or promote growth, but rather allows communities to anticipate growth, so that they can grow in ways that enhance quality of life, improve access to jobs, transportation, and housing, and not adversely impact the environment.

The current RHNA was completed by SCAG in 1999. It consists of two measurements of housing need: existing need and future need. The existing need assessment simply examines key variables from the 1990 Census to measure ways in which the housing market is not meeting the needs of current residents. These variables include the number of low-income households paying more than 30% of their income for housing, as well as severe overcrowding. In developing the 1999 estimates of these conditions, SCAG simply applied the overcrowding and overpayment rates reported in the 1990 Census to the current household count. These estimates are provided in Section III A above. No attempt was made to measure actual 1999 conditions, therefore these estimates may overstate or understate the magnitude of the current problem. The 2000 Census will provide the best source of this information when it becomes available.

The future need for housing is determined primarily by the forecasted growth in households in a community. Each new household, created by a child moving out of a parent's home, by a family moving to a community for employment, and so forth, creates the need for a housing unit. The housing need for new households is then adjusted to maintain a desirable level of vacancy needed to promote housing choice and mobility. In the SCAG region, many communities currently have more than the ideal number of vacancies, and therefore the vacancy adjustment results in a net reduction in total housing need. Finally, a second adjustment is made to account for units expected to be lost due to demolition, natural disaster, or conversion to non-housing uses. The sum of these factors—household growth, vacancy need (which may be a negative number), and replacement need— determines the construction need for a community.

Finally, the RHNA considers how each jurisdiction might grow in ways that will decrease the concentration of low-income households in certain communities. The need for new housing is distributed among income groups so that each community moves closer to the regional average income distribution.

2. The 1998-2005 Upland Fair Share Estimate

The RHNA fair share housing needs analysis for the City of Upland is provided in Table 33.

Household growth during the 7-1/2 year planning period is expected to be 2,291 households. Since the city's vacancy rate is higher than the subregional average, the housing need was reduced by 80 units. A unit loss adjustment of 139 units was also assigned to account for units lost to demolition or conversion to non-residential use, resulting in a net housing need of 2,350 units. This total was then distributed by income category as follows: 435 units Very Low; 326 units Low; 419 units Moderate; and 1,172 units Above Moderate. The City's goals, programs and quantified objectives discussed in Section VI have been designed to achieve this level of growth need.

TABLE 33
UPLAND FAIR SHARE HOUSING NEEDS
1998-2005[1]

Household Growth	Vacancy Adjustment	Unit Loss Adjustment	Total Adjusted Need[2]	Very Low (23.0%)	Low (17.3%)	Moderate (19.4%)	Above Moderate (40.3%)
2,291	-80	139	2,350	435	326	419	1,172

[1] The 7 ½ year planning period is January 1, 1998 to June 30, 2005
Source: Regional Housing Needs Assessment, SCAG 1999
[2] Totals do not agree due to rounding error

IV. HOUSING CONSTRAINTS AND RESOURCES

This section of the Housing Element examines the constraints that could hinder the City's achievement of its objectives and the resources that are available to assist in the production, maintenance and improvement of housing.

A. CONSTRAINTS

Governmental constraints are policies, standards, requirements or actions imposed by the various levels of government upon land and housing ownership and development. Although federal and state agencies play a role in the imposition of governmental constraints, these agencies are beyond the influence of local government and are therefore not addressed in this document.

1. Governmental Constraints

a. General Plan

Every City must have a General Plan which establishes policy guidelines for all development within the City. The General Plan is the foundation of all land use controls in a jurisdiction. The Land Use Element identifies the location, distribution and density of land uses in the City. In implementing the General Plan, the City of Upland utilizes a number of planning tools including the Specific Plan, Zoning Regulations, and Subdivision Ordinance. General Plan densities are expressed as dwelling units per acre. The Upland General Plan provides for eight residential land use designations in the City, as shown in Table 34.

TABLE 34
RESIDENTIAL LAND USE CATEGORIES
UPLAND GENERAL PLAN

Designation	Density Range [1]	Description	Acreage[2]	Maximum DU'S[3]
SFR	0-2, 2-3, 3-4	Low-density single family residential uses	2,423.6	8,072
SFR	4-6	Low-density single family residential uses	1,103.4	6,620
SFR	7-10	Medium-density single family residential uses	76.9	769
SFR-Mobile Home	8-14	Mobile homes	112.7	1,578
MFR Condominium	7-12	Medium-density multi-family condominiums	147.9	1,775
MFR Condominium	12-20	Medium-density multi-family condominiums	34.2	684
MFR	7-12	Medium-density multi-family residential uses	12.6	151
MFR	12-20	Medium-density multi-family residential uses	328.5	6,570
TOTAL			**4,239.8**	**26,219**

Notes.
1 Density range expressed in dwelling units per gross acre.
2 Total acreage including both developed and vacant land.
3 Assumes build-out at the maximum allowable density.
Source: City of Upland General Plan.

According to Table 34, a total of 26,219 dwelling units can be accommodated within residentially designated areas of the city. The State of California Department of Finance (DOF) reported 25,204 dwelling units in the city as of January 1999, resulting in a theoretical capacity of 1,015 additional units.

The actual amount of housing within the City will be greater than this figure, however, due to two factors: first, some areas have existing development at greater densities than allowed under the current General Plan; and second, the estimated build-out totals in Table 34 do not include areas with non-residential base designations where residential uses may be allowed (e.g., the Central Trading Area, Industrial/Artist Loft, Institutional/Institutional (with Specific Plan Overlay), and Neighborhood Business Specialty designations. Residential development may be accommodated in these land use designations based on land use compatibility, traffic and service provision capacity, and other factors. Additional residential potential exists within the Town Center Redevelopment Area and Upland Community Redevelopment Project Area. When this additional potential is considered, it is estimated that the current General Plan land use designations would allow a total of approximately 32,000 residential units.

Density is a critical factor in the development of affordable housing. In theory, maintaining low densities typically increases the cost of construction per unit while higher density lowers the per unit land cost and facilitates efficient construction. In addition to potential for density bonus provisions, more intense residential development is achieved through a number of mechanisms, including clustering of residential development and zero lot line/small lot development, subject to the development standards of the Development Code. Clustering of housing can produce higher densities on a portion of a project while retaining the overall density of the entire property. This method is effective when portions of the property not utilized for residential development can be developed with compatible uses, such as open space/recreation, parks, schools, public facilities and support commercial. The City's RPUD and PRD zoning, as well as the use of the specific plan to implement large tract developments within the Residential/Commercial General Plan designation, accommodates the clustering concept and a diversity of housing types, allowing for higher density uses within areas where the overall gross density typically would not accommodate housing products which may be affordable to low- and moderate-income households.

Affordability is affected by the permitted density of development. The State Housing and Community Development Department has established the following affordability guidelines based on density:

- Very Low income - minimum 25 units per acre
- Low income - minimum 18 units per acre
- Moderate income - minimum 8 units per acre

The availability of developable acreage in higher density ranges allows for development of certain types of housing that might be affordable to very-low and low-income households. For example, stacked flat apartments which may be affordable to lower- and moderate-income households typically require densities of above 16 dwelling units per acre, depending on land costs, to be feasible. The Multi-Family Condominium (12-20 dwelling units/acre) and Multi-Family Residential (12-20 dwelling units/acre) designations provide for such densities. Application of the City's Density Bonus provisions would achieve densities that could accommodate very-low-income affordability limitations.

The General Plan land use designations, augmented with the provisions for higher-density residential uses associated with the Town Center and mixed-use areas, allow for a wide range of development at densities supporting the construction of units affordable to lower-income households, and are therefore not considered a constraint to housing. However, as the City approaches build-out, the distribution and amount of land in the higher-density designations may not be sufficient to accommodate need. This indicates the necessity to seek out housing opportunities in areas currently designated for non-residential or mixed-use development. In addition, it may be appropriate to encourage redevelopment in areas where the density of existing development is significantly lower than allowed by the General Plan and zoning. Incentives and techniques such as lot consolidation, "fastrack" processing or development standard waivers should be considered to encourage development in these situations.

b. Zoning Code

Zoning regulations serve as a key General Plan implementation tool. The City's Planning and Zoning Code (Upland Municipal Code Article IX) contains two types of regulations: allowable uses and property development standards. The Code also describes procedures the City will follow in processing development plans and permit applications.

Land use regulations provide more detail than found in the General Plan. For example, the General Plan may designate areas for commercial development, while the Development Code identifies specific uses such as restaurant, office or regional shopping center.

Property development standards include height, density, lot area, yard setbacks, and minimum parking spaces.

The City of Upland's Development Code contains 12 residential classifications that accommodate a range of densities from two units to 45 units per acre, as shown in Table 35. The Development Code also allows for residential development in two agricultural zones at one unit per acre. Additionally, the Development Code recognizes six residential zones within the San Antonio Lakes Specific Plan area, including five single-family residential designations ranging from minimum 4,500-square-foot lots to 10,000-square-foot lots, and one multi-family designation.

The Development Code also establishes overlay district regulations for Residential Planned Unit Developments (RPUD) and Planned Residential Developments (PRD) which are intended to be used to:

- Foster and encourage innovative design, variety and flexibility in housing types which would not otherwise be allowed in other zoning districts;
- Ensure the provision of open space and/or other public or quasi-public facilities as part of a development;
- Provide a greater diversity in housing choices.

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TABLE 35
SUMMARY OF RESIDENTIAL ZONING REGULATIONS

Zone	Permitted Uses*	Minimum Lot Area	Permitted DUs	Width/Depth Interior + Thru	Width/Depth Corner/Reverse	Front	Interior Side	Rear Thru	Building Height
AG-40	Single-family dwellings	40,000	1 unit per acre	Width: 130 ft. Depth: 150 ft.		30 ft.	10 ft.	20 ft.	35 ft. (2 ½ stories)
AG-C-40	Single-family dwellings	40,000	1 unit per acre	Width: 130 ft. Depth: 150 ft.		30 ft.	10 ft.	20 ft.	35 ft. (2 ½ stories)
RS-20	--Single-family dwellings	20,000	2 units per acre	Width: 100 ft., 120 ft. [1] Depth: 120 ft. [2], 150 ft. [3]	Width: 110 ft. Depth: 120 ft. [2] 150 ft. [3]	40 ft., 50 ft. [4]	10 ft.	20 ft.	35 ft. (2 ½ stories)
RS-15	--Single-family dwellings	15,000	3 units per acre	Width: 85 ft., 110 ft. [1] Depth: 110 ft. [2], 130 ft. [3]	Width: 95 ft. Depth: 110 ft. [2], 130 ft. [3]	30 ft., 50 ft. [4]	10 ft.	20 ft.	35 ft. (2 ½ stories)
RS-10	--Single-family dwellings	10,000	4 units per acre	Width: 75 ft., 90 ft. [1] Depth: 110 ft. [2], 120 ft. [3]	Width: 80 ft. Depth: 110 ft. [2], 130 ft. [3]	25 ft.	5 ft. [5]	20 ft.	35 ft. (2 ½ stories)
RS-7.5	--Single-family dwellings	7,500	6 units per acre	Width: 60 ft., 80 ft. [1] Depth: 100 ft. [2], 110 ft. [3]	Width: 65 ft. Depth: 100 ft. [2], 110 ft. [3]	25 ft.	5 ft. [5]	20 ft.	35 ft. (2 ½ stories)
RS-6	--Single-family dwellings	6,000	6 units per acre	Width: 60 ft. Depth: n/r	Width: 65 ft. Depth: n/r	20 ft.	5 ft.	15 ft.	35 ft. (2 ½ stories)
RS-4.3	--Single-family dwellings	4,000 (4,356 sq. ft. avg.)	10 units per acre	Width: 40 ft., 65 ft. [1] Depth: 90 ft., 100 ft. [1]	Width: 55 ft. Depth: 100 ft.	20 & 25 ft.	5 ft.	20 ft.	35 ft. (2 ½ stories)
RM-4.4 (MH)	--Mobile homes	10-acre park, MH pad 3,564 sq. ft.	8 units per acre	Width: 42 ft. Depth: 72 ft.		10 ft.	5 ft.	5 ft.	

TABLE 35
SUMMARY OF RESIDENTIAL ZONING REGULATIONS

Zone	Permitted Uses*	Minimum Lot Area	Permitted DUs	Width/Depth Interior + Thru	Width/Depth Corner/Reverse	Front	Interior Side	Rear Thru	Building Height
RM-4.4	-Multi-family units, incl. detached and attached apartments, town houses, condominiums	30,000	9.9 units per acre	Width: 150 ft. Depth: 150 ft.		25 ft. (30 ft. for 2-story bldg.)	½ bldg. height (5 ft. minimum)	15 ft.	30 ft. (2 stories), added height by Conditional Use Permit
RM-3.6 (C)	-Multi-family units, incl. detached and attached apartments, town houses, condominiums	30,000	12 units per acre	Width: 150 ft. Depth: 150 ft.		25 ft. (30 ft. for 2-story bldg.)	½ bldg. height (5 ft. minimum)	15 ft.	
RM-3.6	-Multi-family units, incl. detached and attached apartments, town houses, condominiums	30,000	12 units per acre	Width: 150 ft. Depth: 150 ft.		25 ft. (30 ft. for 2-story bldg.)	½ bldg. height (5 ft. minimum)	15 ft.	
RM-2.0	-Multi-family units, incl. detached and attached apartments, town houses, condominiums	16,000	20 units per acre	Width: 100 ft. Depth: 150 ft.		25 ft. (30 ft. for 2-story bldg.)	½ bldg. height (5 ft. minimum)	15 ft.	
RM-1.5	-Multi-family units, incl. detached and attached apartments, town houses, condominiums	16,000	30 units per acre	Width: 100 ft. Depth: 150 ft.		25 ft. (30 ft. for 2-story bldg.)	½ bldg. height (5 ft. minimum)	15 ft.	
TC	-Residential units shall not occupy ground floor of any structure (may only be a secondary use), requires Conditional Use Permit.	None	30 units per acre (45 units/acre for senior housing). Allows for 25% density bonus (max. 55 units/acre)	N/R		0-5 ft. maximum	0 ft.	10 ft.	45 ft.

TABLE 35
SUMMARY OF RESIDENTIAL ZONING REGULATIONS

Zone	Permitted Uses*	Minimum Lot Area	Permitted DUs	Width/Depth Interior + Thru	Width/Depth Corner/Reverse	Front	Interior Side	Rear Thru	Building Height
PRD	Single-family detached or attached (up to 4 units); mobile homes	1 acre	Based on underlying zone when in any RS zone, RM-4.4 or RM 3.6; In any RM zone w/ more than 12 du/ac, no more than 15 du/ac	Based on underlying zone, or may vary	Based on underlying zone, or may vary	Based on underlying zone, or may vary	Based on underlying zone, or may vary	Based on underlying zone, or may vary	35 ft.
RPUD	Any use permitted in the underlying zone (i.e. single-family and/or two-family units, multi-family units, mobile homes.	Based on underlying zone	Based on underlying zone	Based on underlying zone		Based on underlying zone	Based on underlying zone	Based on underlying zone	35 ft. (2 stories)
MU	Residential units combined with commercial, service, retail, public parking and/or office uses.	15,000 square feet for multi-family residential	Multi-family units: 15 units/ per acre. Mixed Use: 35 units/acre Senior Housing: 45 units/acre. Density Bonus: Up to 25% for a max. of 55 units/acre.	None		For multi-family uses: 25 ft. (30 ft. for 2 stories) For mixed use; 10 ft.	For multi-family uses: ½ bldg. height (5 ft. minimum) For mixed use: 0-10 ft.	For mixed use: 0-10 ft.	For mixed use: 45-60 ft.
IM	Combined living/working spaces occupied by artists, artisans, misc. professionals	None	4 units per acre	Width: None Depth: 100 ft.		30-100 ft.	10-100 ft.		55 ft. (4 stories)

TABLE 35
SUMMARY OF RESIDENTIAL ZONING REGULATIONS

Zone	Permitted Uses*	Minimum Lot Area	Permitted DUs	Width/Depth Interior + Thru	Width/Depth Corner/Reverse	Front	Interior Side	Rear Thru	Building Height
Second Dwelling Unit in SF Residential Zone	A second, accessory residential unit is allowed in the following zones: "CP", "PUCC", and all "RM" zones except "RM-4.4 MH"			Based on zone where unit is located	Based on zone where unit is located	Based on zone where unit is located	Based on zone where unit is located	Based on zone where unit is located	

Source: City of Upland Planning & Zoning Code

The PRD Overlay may be applied to any parcel of 1 acre or more within any residentially zoned district, subject to approval of a conditional use permit (CUP). This overlay stipulates a specified maximum number of units per building and requires that each unit have access to private and/or common open space or recreational/leisure areas. Densities for PRD overlay areas are limited to that of the underlying single-family or multi-family zone. Exceptions to this include those multi-family residential zones permitting more than 12 dwelling units per acre, in which case the maximum density is 15 dwelling units per acre, and density bonus areas in single-family zones or in RM-4.4 or RM-3.6 zones.

The Residential Planned Unit Development (RPUD) Overlay is similar to a PRD in that it emphasizes a unified planning approach to large-scale residential developments. Developments in an RPUD zone, though also required to provide access to public/private open space areas, may include a small number of nonresidential uses such as schools, churches and recreational facilities intended for use by the occupants of the proposed project. The RPUD Overlay may be applied to any parcel or group of parcels with a minimum of 20 gross acres within any residentially zoned district, with CUP approval. This overlay specifies a maximum number of units per building, and limits densities to those of the underlying zone.

The Development Code permits multi-family and senior residential uses in the Town Center (TC) and Mixed Use (MU) districts with a CUP. Dwelling units may be constructed on upper floors within either zone, or behind office/commercial uses if the residential is part of a mixed-use development. This type of zoning is especially suited for residential mixed-use projects due to the concentration of historic buildings which had originally been built with commercial uses on the ground floor and residential above. Over the years the residential uses on the upper floors were transitioned to office, storage, and other non-residential uses. The City's interest in the revitalization of the Town Center area and emphasis on pedestrian orientation supports the objective for integrating residential uses into the fabric of the downtown. Additionally, the MU zone also allows stand-alone multi-family dwellings, including senior citizen complexes, with CUP approval.

The maximum density within the TC district is 12 dwelling units per acre for mixed-use development and 50 dwelling units per acre for senior housing; the permitted density within the MU district is 15 dwelling units per acre for multi-family housing, 35 dwelling units per acre for mixed-use development, and 45 dwelling units per acre for senior housing. The option of using a density bonus is available in both zones, thus increasing the maximum density up to 55 dwelling units per acre. Height limits are especially accommodating for the adaptive reuse of upper floors in existing structures, new construction above the first or second floor of existing structures, or as structures attached at ground level to the rear of an existing structure, with a four-story limitation in the TC district and a four- to five-story height limit in the MU district.

The Industrial/Loft Joint Live/Work Artists Units (IM) overlay district specifies development standards allowing for combined working and living spaces for artists, artisans, professionals and similarly situated individuals. Live/work units are permitted in light industrial (ML) zones, with the residential component serving as the secondary use to the primary work area. Maximum residential density for the IM district is four dwelling units per acre.

Nonprofit housing developments for seniors with low to moderate incomes are allowed in all multi-family residential zones, subject to CUP approval. The Development Code specifies project and site development criteria for this overlay district. Densities for multi-family senior projects may increase as much as 20% over that of the underlying zone, but not more than those densities specified in the General Plan. The TC and MU districts allow senior housing developments at 45 dwelling units per acre.

The City allows transitional shelters and emergency housing for less than six persons in any residential district without requiring a Conditional Use Permit, and facilities for more than six persons may be approved with a Conditional Use Permit. An 8-unit, 56-bed emergency center with transitional support services is located in Upland. A shelter voucher program is administered by St. Marks Church, which provides for emergency stays of one to three days. Additional emergency shelter facilities are located at the Armstrong Apartments providing two, two-bedroom units. Transitional housing is defined as temporary housing that may be wholly or partially subsidized by operators of the facility or other resources.

Site development standards are comparable to other community requirements and ensure a quality living environment for all household groups in the City including special groups such as low- and moderate-income households and senior citizens.

c. Parking Requirements

Parking requirements in Upland are shown in Table 36. These characteristics do not constrain the development of housing directly. However, the requirement for 2 parking spaces for each studio and one-bedroom unit in multiple family projects may be more than needed, particularly in projects catering to lower-income households, which may be more transit dependent than other groups. It has been documented (The Case for Multi-family Housing, ULI 1991) that "residents of multi-family housing tend to own fewer cars and to use them less often." The Development Code has accounted for reduced parking requirements for seniors' developments in the Senior Citizens Housing Development overlay zones as well as in the Town Center and Mixed Use districts. Parking standards for residential uses within the mixed-use areas of the Town Center and Mixed Use districts allow for a reduction in parking spaces for studios and one-bedroom units. Within the Mixed Use zone, most residential parking is required in a secure parking structure or private garage. Shared parking provisions with adjacent commercial uses are not implemented, which may result in higher construction costs.

TABLE 36
RESIDENTIAL PARKING REQUIREMENTS

Type of Residential Development	*Required Parking Spaces*	*Comments*
Single Family Residential	2 spaces per Unit + ½ space per guest	
Multiple Dwellings Studio One Bedroom Two Bedroom Three + Bedroom	2 spaces per Unit + ½ space per guest	
Senior Citizen Housing (60 years +)	May be reduced not more than 25% from the required minimum number of spaces in underlying zone.	May be reduced to 1 space per 2 units in mixed use areas.
Accessory Rental Units	1 space per unit	In addition to spaces required for primary residence.
Mixed Use	• Bachelor/efficiency: 1 resident space + ¼ guest space • 1-Bedroom: 1 ¼ resident spaces + ½ guest space • 2-Bedroom or more: 2 resident spaces + ½ guest space	

Source: City of Upland Planning & Zoning Code

d. *Other Regulatory Mechanisms*

In response to State mandated requirements and local needs, the City has adopted ordinances/ regulatory mechanisms allowing for the development of accessory rental units and density bonus provisions. While the intent of these land use controls has been to provide affordable housing, the ordinances do not specifically regulate or address the issue of qualifications for affordability, nor the continuation of affordability resulting once created as such, with the exception of density bonuses. The monitoring of affordability resulting from such ordinance provisions has been programmed into the Upland Redevelopment Agency's administrative functions

e. *Density Bonus*

Beyond local requirements, state law allows for a developer to increase the density of a residential development by at least 25% if provisions are made to provide 20% of the units for lower- and moderate-income housing. As well, one additional incentive or financial equivalent (such as modified development standard or waiver/reduction of application or development fees) is granted to all residential development meeting the 20% density bonus requirement for lower- and moderate-income housing. The City of Upland complies with the density bonus provisions required by State law in Planned Residential Development zones when requested by the project applicant. The density bonus would also be applicable in conjunction with residential development in the Town Center and Mixed Use districts and Senior Citizens Housing Development Overlay projects.

f. *Accessory Units and Manufactured Housing Requirements*

In response to state-mandated requirements and local needs, the City of Upland allows for the development of an accessory or second dwelling unit. These units or "granny flats" are intended primarily for the elderly or for members of the family of the owner-occupant of the primary residential unit. Accessory rental units primarily serve to augment resources for senior housing, though they may serve the needs of other segments of the population. Accessory dwelling units are permitted by right within the RM-3.6, RM-3.6 (C), RM-2.0 and RM-1.5 zones only, and are permitted by right in SFR-10 and SFR-7.5 zones in the San Antonio Lakes Specific Plan area. Within all single-family residential zones, accessory dwelling units are permitted with CUP approval. Within in the San Antonio Lakes Specific Plan area, second dwelling units are allowed by right only in SFR-10 and SFR-7.5 zones, and are prohibited in all other zones. Conditions in the Development Code require:

- The maximum floor area of the unit does not exceed 700 square feet, exclusive of garage;
- The lot currently contains an existing single family dwelling;
- The unit may be rented but not sold separately from the primary unit on the lot;
- All required setbacks must be met - an attached or detached unit may not encroach into any required yard setback;
- The unit shall have its own entrance;
- The unit shall be located to the rear of the primary unit;
- The recorded property owner or family member of any lot developed with the second dwelling unit shall be required to maintain residency of either the primary or second dwelling unit located on such lot or parcel.

- The unit must be served by its own parking space.

Prefabricated dwelling units such as mobile homes, modular and manufactured units may be permitted, with a CUP, as secondary units only in the RS-7.5 and RS-6 zones. Mobile home units may be used as accessory rental units subject to the following provisions:

- The mobile home unit shall be certified under the National Mobile Home Construction and Safety Standards Act of 1974;

Accessory living quarters, defined as: living quarters having no kitchen facilities within an accessory structure for the sole use of persons employed on the premises or for temporary use by guests of the occupants of the premises, which is not rented or otherwise used as a separate dwelling, are permitted accessory uses in all single-family zones and in zones for multi-family use.

Accessory living units can be a valuable housing resource for the city. Although the City permits accessory living unit construction, it is not anticipated to be a major focus of activity. The City could offer a reduction of application fees as an incentive to promote the development of accessory units, or other incentives such as reduced development standards in order to make this option attractive to property owners.

g. Building Codes

The City of Upland has adopted the most recent edition of the Uniform Building, Plumbing, Mechanical and Electrical Codes, with amendments, which establish construction standards as applied to all residential buildings. The Building Code is used as a set of rules to guide new construction, adaptive reuse, and renovation. The City's building codes are based on regulations necessary to protect the public health, safety and welfare. These minimum standards cannot be revised to be less stringent without sacrificing basic safety considerations and amenities. The City's Building Code is updated, as necessary, to reflect pertinent changes in the UBC and State legislation. As well, the City reviews and updates the building codes used to reflect conditions which are unique to the City. The UBC contains minimum building requirements for such issues as insulation and installation of devices/fixtures that reduce energy consumption. While the City is required to enforce the UBC, compliance may sometimes increase the cost of housing production.

Building and zoning codes help to preserve the housing stock by requiring owners to maintain their properties in sound condition. Historically, this has been achieved by City staff in response to specific complaints. If a problem has been found on investigation, a demand for compliance is issued. During the previous housing element period, the City established a program to identify, inspect and improve blighted rental units. A Community Improvement Task Force was created as part of this program. The Task Force set up guidelines for inspection and two new part-time positions were created to implement the program and investigate complaints, resulting in over 2,300 code enforcement actions. The City is not using its building code enforcement powers in a manner that constrains housing development or improvement. Rather, the City's housing officials are using the authority as indicated in state law to defer the effective date of orders of abatement in cases of extreme hardship.

h. Americans with Disabilities Act

The City's building codes require that new residential construction comply with the Federal American with Disabilities Act (ADA). ADA provisions include requirements for a minimum percentage of units in new developments to be fully accessible to the physically disabled. Provisions of fully accessible units may also increase the overall project development costs. However, unlike the UBC, enforcement of ADA requirements is not at the discretion of the City, but is mandated under federal law.

Compliance with building codes and the ADA may increase the cost of housing production and can also impact the viability of rehabilitation of older properties required to be brought up to current code standards. However, these regulations provide minimum standards that must be complied with in order to ensure the development of safe and accessible housing.

i. Development Fees

~~Various fees and assessments are charged by the City and other agencies to cover the cost of processing development permits and providing local services. These fees help ensure quality development and the provision of adequate public services. However, development fees are passed through to renters and homeowners in the price/rent of housing, and thus affect housing affordability. One method of determining whether fees in the City of Upland are excessive and represent barriers to affordable housing development is to evaluate its fee structure against those in surrounding jurisdictions.~~

~~In December 1995, the Building Industry Association of Southern California (BIA) conducted an intensive survey of land development fees imposed by cities within San Bernardino County. The survey presented a hypothetical development scenario consisting of a 50-home detached, subdivision consisting of 1,500 square foot, two-story homes. Jurisdictions were asked to identify permit processing and impact fees for the development. While impact fees are established by special districts and are not subject to local discretion, they are included as in some cases they represent a significant development cost.~~

~~The BIA divided the County into several regions. The City of Upland is located in the West Valley region, which encompasses the cities of Chino, Chino Hills, Fontana, Montclair, Upland, Rancho Cucamonga, Ontario and surrounding unincorporated County areas. Table 37 is a summary of development fees for each jurisdiction in the West Valley.~~

~~As shown in the table, total fees in the City of Upland rank as the third lowest in the West Valley region. In terms of fees by category, the City has the lowest planning fees of all cities in the region. This is explained in part by the built-out nature of the City. Upland is a largely developed, suburban jurisdiction with most of its necessary infrastructure such as streets, electrical, sewer and water facilities in place. Consequently, the City does not require significant impact fees to make the necessary land improvements to accommodate development. For some jurisdictions in the West Valley region, these fees exceed $10,000. However, the City does charge Engineering Permit Fees for public improvements and storm drain review which exceed the fees charged by all other cities with the exception of Chino (public improvements) and Fontana (storm drain). As the City of Upland has one of the lowest development fees compared with proximate jurisdictions, development fees are not believed to be a constraint to housing development in the City.~~

~~TABLE 37~~

~~WEST VALLEY CITY FEES PER UNIT~~

~~Fee Charges Planning Fees~~	***~~Chino~~***	***~~Chino Hills~~***	***~~Fontana~~***	***~~Montclair~~***	***~~Ontario~~***	***~~Rancho Cucamonga~~***	***~~Upland~~***	***~~Un-incorp.~~***
~~Environmental~~	~~15.12~~		~~24.00~~		~~170.34~~	~~8.90~~	~~36.50~~	~~366.74~~
~~General Plan Amendment~~	~~59.70~~		~~88.00~~	~~66.90~~	~~89.30~~	~~57.36~~	~~3,500.00~~	~~0~~
~~Zone Change~~	~~23.75~~		~~116.30~~	~~55.72~~	~~35.34~~	~~114.72~~	~~3,500.00~~	~~0~~
~~Tract Map~~	~~117.22~~	~~300.00~~	~~141.80~~	~~59.76~~	~~46.98~~	~~119.74~~	~~2,390 + 24/lot~~	~~0~~
~~CUP~~	~~18.72~~		~~165.70~~	~~100.00~~	~~27.82~~	~~114.02~~	~~1,800.00~~	~~0~~
~~Planning Fees Total~~	**~~234.48~~**	**~~300.00~~**	**~~535.80~~**	**~~282.38~~**	**~~369.78~~**	**~~414.74~~**	**~~201.00~~**	**~~366.74~~**
~~ENGINEERING PERMIT FEES~~								
~~Final Map Fees~~	~~43.58~~	~~100.00~~	~~0~~	~~27.90~~	~~43.00~~		~~1,000 + 20/lot~~	~~120.00~~
~~Grading Permit~~	~~45.50~~	~~61.66~~	~~3,681.50~~	~~34.00~~	~~17.68~~	~~31.50~~	~~0~~	~~43.74~~
~~Public Improvements~~	~~1,516.58~~	~~575.00~~	~~228.00~~	~~85.62~~	~~368.00~~	~~0~~	~~1,327.00~~	~~220.90~~
~~Storm Drain~~	~~858.80~~	~~0~~	~~3,100.00~~	~~65.52~~	~~368.00~~	~~900.00~~	~~1,112.00~~	~~27.20~~
~~Engin. Permit Fees Total~~	**~~2,464.46~~**	**~~736.66~~**	**~~7,009.50~~**	**~~213.04~~**	**~~796.68~~**	**~~931.50~~**	**~~2,439,00~~**	**~~411.84~~**
~~BUILDING PERMIT FEES~~								
~~Plan Check~~	~~446.00~~	~~79.74~~	~~454.36~~	~~935.00~~	~~422.50~~	~~478.00~~	~~465.64~~	~~190.58~~
~~Permit~~	~~1,137.50~~	~~1,207.08~~	~~719.00~~	~~727.00~~	~~650.00~~	~~637.00~~	~~702.50~~	~~1,618.28~~
~~Plumbing~~	~~102.00~~	~~0~~	~~149.38~~	~~127.00~~	~~76.50~~	~~118.50~~	~~75.00~~	~~0~~
~~Electrical~~	~~49.00~~	~~0~~	~~182.26~~	~~82.00~~	~~72.00~~	~~94.00~~	~~75.00~~	~~0~~
~~Mechanical~~	~~40.50~~	~~0~~	~~135.00~~	~~59.00~~	~~33.00~~	~~75.00~~	~~75.00~~	~~0~~
~~Bldg. Permit Fees Total~~	**~~1,775.00~~**	**~~1286.82~~**	**~~1,640.00~~**	**~~1,930.00~~**	**~~1,254.00~~**	**~~1,402.50~~**	**~~1,393.14~~**	**~~1,808.86~~**
~~IMPACT FEES~~								
~~Transportation Fees~~	~~1,052.36~~	~~250.00~~	~~1,517.00~~			~~1,730.00~~	~~0~~	~~0~~
~~Park Fees~~	~~58.64~~	~~3,131.00~~	~~3,567.00~~	~~1,679.00~~	~~810.00~~	~~3,446.42~~	~~2,160.00~~	~~0~~
~~Public Facility Fees~~	~~2,541.84~~	~~10,605.00~~	~~3,799.00~~	~~0~~	~~0~~	~~8,520.00~~	~~256.00~~	~~9,790.00~~
~~Fire~~	~~125.38~~	~~0~~		~~0~~	~~0~~	~~0~~	~~0~~	~~0~~
~~Police~~	~~314.40~~	~~0~~		~~0~~	~~0~~	~~0~~	~~0~~	~~0~~
~~Miscellaneous~~	~~188.40~~	~~2,647.00~~	~~720.00~~	~~12.44~~	~~0~~	~~28.00~~	~~466.00~~	~~95.48~~
~~Impact Fees Total~~	~~4,281.02~~	~~16,633.00~~	~~9,603.00~~	~~1,691.44~~	~~810.00~~	~~13,724.42~~	~~2,882.00~~	~~9,885.48~~
~~TOTAL CITY FEES~~	**~~8,754.96~~**	**~~18,956.48~~**	**~~18,788.30~~**	**~~4,116.86~~**	**~~3,230.46~~**	**~~16,473.16~~**	**~~6,915.14~~**	**~~12,472.92~~**

~~Source: BIA, 1995~~

A formal fee study was completed in house by City staff in 1990/91. At that time, fees were set at approximately 50 % of full cost recovery. At that time the City Council made a formal decision as a matter of City policy that the City would not charge developers the full cost of processing development projects. The Council felt that recouping the total development processing cost would be onerous and discourage development in the community. No fee increases have been adopted since 1990/91 although staff and overhead costs of processing development applications have increased during that time. Consequently, it is reasonable to conclude that planning fees do not present an impediment to housing development.

The Building Department in 1990/91 completed a formal fee study. Fees were set in accordance with the fee guidelines recommended in the 1991 Uniform Building Code. Approximately 60 % of the cost of processing development projects is recovered under the current fee system. In 1999 staff recommended that the City's fee schedule be updated based on the 1997 Uniform Building Code guidelines. The City Council did not support the recommendation because it felt that fee increases would create a problem for the development community. The City Council has adopted a policy with respect to the Building Department not to recover the full cost of processing projects. As a result, no fee increases have been adopted since 1990/91 although the costs of processing building permits have increased. Based on these facts it is clear that building fees do not unreasonably restrict housing development in the city.

j. Local Processing and Permit Procedures

Holding costs associated with delays in processing have been estimated to add between 1.1% to 1.8% to the cost of a dwelling unit for each month of delay. The City of Upland's development approval process is designed to accommodate, not hinder development. Upland has three review bodies for all residential projects: The Administrative Committee; the Design Review Board; and the Environmental Review Board.

Processing times vary with the complexity of the project. A project usually takes from 60 days to 90 days under a fast track schedule to receive approval from all three review bodies if no EIR, tentative tract map or CUP are required. Most residential zones in the City do not require discretionary review other than the three review body process. Accessory living rental units (granny flats), Residential Planned Unit Developments (RPUD), mixed use developments and Planned Residential Developments (PRD) require a Conditional Use Permit in all applicable residential zones, which typically adds about 30 days to the review process as a Planning Commission hearing is required. If a tentative tract map is required for a project, the review period is typically extended one month, again for a Planning Commission hearing. If an EIR is required, the schedule is extended by a minimum of 120 days (four months) due to CEQA noticing and review requirements. Table 38 provides a list of the average processing times for various procedures from formal application to final approval of a project.

TABLE 38
LOCAL DEVELOPMENT PROCESSING TIME LIMITS

Action	*Approximate Length of Time from Submittal to Public Hearing*
Conditional Use Permit	30-60 days
Site Plan Review	30-60 days
Tentative Tract Map/Parcel Map/Subdivision	30-60 days
Variance	30-60 days
Zoning Amendments or Zone Change	6-9 months
General Plan Amendment	6-9 months
Environmental Documentation	6-9 months

Expedited processing of particular projects with affordability conditions is a concession the City implements as an incentive to developers/property owners. Permit processing is expedited by running various applications concurrently when feasible. The City has a highly streamlined process for implementing its property rehabilitation programs funded with Redevelopment Set-Aside funds, CDBG funds, and Rental Rehabilitation funds. A Housing and Community Development Specialist oversees all such activities with much of the day to day loan processing, borrower and contractor negotiation, and contract management delegated to an outside consultant. The City's processing and permit procedures do not appear to constrain the development of housing.

2. Non-Governmental Constraints

a. Environmental Constraints

Environmental hazards affecting housing units include geologic and seismic conditions which provide the greatest threat to the built environment. The City has identified areas where land development should be carefully controlled. The following hazards may impact future development of residential units in the City.

- **Seismic Hazards:** Like the entire Southern California region, the City of Upland is located within an area of high seismic activity. Although no active fault traces cross the City, Upland's close proximity to five major fault zones subjects the area to surface rupture, ground shaking, and ground failure. The greatest potential dangers are the collapse of older residential units constructed from unreinforced masonry and explosions of petroleum and fuel lines. Some of Upland's historic and culturally significant buildings are among the most hazardous in case of earthquakes. The conflict exists between landmark preservation and the elimination of public danger from seismic damage.
- **Flooding:** There are no designated flood hazard areas within the City.
- **Dust and High Wind Hazards:** This condition results in property damage from high winds, wind tunneling and channeling effects of buildings, soil erosion, and unpleasant living conditions.
- **Toxic and Hazardous Wastes:** In Upland, air pollution is the main area of concern relative to toxic substances. Major point sources of air pollution come from the variety of industrial uses throughout the region. The primary source, however, is automobile traffic.
- **Fire Hazards:** The most serious fire threat within the City is man. Brush fires have been significantly reduced as a major hazard due to the increased development of open land. The critical problem areas in residential buildings include structural fires due to aged or faulty electrical wiring, lack of separations in highly combustible structures, toxic materials contained within buildings, building design, and poor maintenance.
- **Noise:** Residential land uses are considered the most sensitive to loud noise. The principal noise sources in Upland are the major transportation systems: railroad lines (Southern Pacific, Union Pacific, and Santa Fe), and the freeway (Interstate 10). Of these two principal noise sources, railroad noise poses the greatest potential for creating a significant adverse impact. As urbanization within Upland and the surrounding region continues, the intensity and duration of noise generated by transportation facilities serving the area is anticipated to increase.

b. Infrastructure Constraints

While Upland is mostly developed with its primary infrastructure systems in place, upgrading of these systems is sometimes necessary to accommodate new development or as a redevelopment improvement. The cost of these new or upgraded facilities is borne by developers, and is typically added to the cost of the new housing units, and is eventually passed on to the homebuyer, property owner, or tenant. If these improvements are maintained through Homeowner Associations, the cost of such maintenance is typically assessed to the homeowners on a monthly basis. For the most part, the improvements are dedicated to the City, which is then responsible for the maintenance.

The passage of Proposition 13 in 1978 had the effect of substantially reducing the amount of public funds available for infrastructure. As part of the development approval process, the City can require the provision of on-site and off-site improvements necessitated by the development, such as improvements to curbs and gutters, alleys, streets, sidewalks and street lights, and utility undergrounding. The cost of such improvements may increase the cost of development, which would ultimately be passed through to future tenants or owners. While these costs may not render a project infeasible, they contribute to the range of factors which affect the affordability of a project. Expenditure of CDBG funds on community improvements such as upgrading or expanding of streets, drainage system, water system or sewer system may be used as an incentive to infill or mixed-use development. However, these CDBG-funded improvements may only be used in income-eligible and/or blight areas.

The deficiencies that presently exist as well as those projected in the future are primarily a result of recent growth and development pressures within the City, although increased consumption by existing customers is also a factor. Areas of infrastructure limitations may be corrected by the installation of new systems or upgrading existing services. There are no permanent infrastructure constraints at this time. A brief summary of the principal infrastructure systems serving the City follows:

- **Water:** The present source of water for Upland is a municipally-owned system operated by the Public Works Department. The Inland Empire Utilities Agency (formerly the CBMWD) supplements the City's water needs with local groundwater. The Inland Empire Utilities Agency also serves as the region's watermaster, providing wastewater treatment services and monitoring the pumping of groundwater.

  The City's Water Master Plan was adopted in 1992 and identifies water system improvements needed for both existing and future residents in the City. Anticipated water system improvements consist of a combination of main line repairs and updating of facilities, particularly in the Southeast portion of the City where infrastructure is older and in many cases undersized. Recent improvements to the water system include: the construction of a new well in the Southeast Quadrant to replace an old well and increase supply; the construction of booster stations to increase water system delivery; and additional water storage capacity. Additional reservoir capacity is proposed but not yet constructed.

  Improvements are typically funded by grants, developers, and revenues from fees (which include, either individually or in combination; connection fees, additive fees, and frontage fees). For larger residential developments, the developers are required to build the necessary backbone infrastructure and guarantee that water can be supplied. Infill projects are considered on a case by case basis whereby the existing infrastructure is evaluated to meet fire flow requirements. If fire flow requirements cannot be met, the project proponent would be required to upgrade facilities.

- **Wastewater:** Wastewater in Upland is collected primarily by lines owned and operated by the Public Works Department. It is then treated by the Inland Empire Utilities Agency. At present, these facilities are adequate for the needs of the region, having recently increased capacity to a total of 52 MGD.

  The improvements called for in the City's Master Plan have been completed. A Master Plan was recently commissioned in the Southwest Quadrant of the City, within the Sphere of Influence area, to accommodate the needs generated by the residents and businesses of this area.

Capacity is not an issue - the primary problems are root intrusion and maintenance. New development projects, including the Colonies Specific Plan area, are required to upgrade the appropriate sections of the system which are impacted by the additional growth. Whenever the General Plan is changed, the system's capacity is analyzed. The project proponent requesting the General Plan amendment would be required to upgrade the system as needed if the proposed development would exceed the system's capacity.

- **Flood Control:** Flood control facilities are maintained by the Public Works Department. The Public Works Department prepares long-term capital improvement programs (CIP) to identify required improvements, estimate improvement costs for each component, and identify potential funding sources. CIP improvements are typically funded with the City's Storm Drain Development Fund, and supplemented by CDBG funds if the improvements are located within an eligible area. Budget requests through the year 2000 have been accommodated by the available Storm Drain Development funds.

  Storm drain deficiencies are considered the most significant infrastructure issue in the City, particularly in the Southeast Quadrant where development tends to be older, and hence, the storm drainage system is in greater need of maintenance or replacement. Since the City is nearly built out, provision of storm drain facilities to new, undeveloped areas is not as prevalent an issue as the condition and capacity of existing facilities.

  The San Bernardino County Flood Control District (SBCFCD) operates a network of interceptor storm drains, including the South Upland Stormwater Interceptor, which recently was completed through Upland. This project was funded jointly by the City (18%) and the SBCFCD to relieve major peak storm flows from the southern part of Upland. The construction of this storm drain provides the underground conduit for future north-south storm drain laterals to handle both existing flow and any future increase in flow due to infill and redevelopment.

The foregoing analysis indicates that the City is not located in an area in which residential development is seriously constrained by environmental conditions or safety hazards. Any restrictions posed on development in response to environmental conditions is done so for the protection of the health, safety and welfare of the city's residents.

c. *Land Prices*

The cost of land directly influences the cost of housing. In turn, land prices are determined by a number of factors, most important of which are location, land availability and permitted development density. As land becomes more scarce, the price increases. In terms of development density (see discussion of the City of Upland's zoning regulations), land prices are positively related to the number of units permitted on each lot.

In recent years, vacant residential land sales have steadily increased due to the highly active housing market in the Southern California region. Even in this market environment, there are significant differences in land prices in the region. In general, land prices in San Bernardino County and Riverside County (Inland Empire) are lower than the adjacent counties of Los Angeles and Orange; in fact, the availability of inexpensive residential land was a major impetus for the development of the Inland Empire.

Within San Bernardino County, there are also significant differences in land prices. New communities, including Chino and Chino Hills fetch higher residential land prices than communities including Upland, Ontario and Montclair. Recent residential land prices in the City of Upland range from $20,000 per acre for non-entitled raw land, to $35,000 per acre of entitled land. Relative to surrounding jurisdictions, as well as the region, land prices in Upland do not significantly constrain the production of housing, although they remain a significant cost component, often comprising up to 50% of the total cost of a home in the current market. This indicates a need for the City to consider land write down assistance to builders proposing housing with affordability controls.

d. Construction Costs

The cost of construction depends primarily on the cost of materials and labor, but it is also influenced by market demand and market-based changes in the cost of materials. The cost of construction depends on the type of unit being built and on the quality of the product being produced. Labor saving materials and construction techniques are available but they tend to reduce the quality of the finished product.

The type of product largely determines the cost of construction. Upland has an existing inventory of homes constructed prior to 1970 which, in some cases, reflect a lesser degree of amenities, (such as the provision of carports instead of a two-car garage), than the more recent tract development which has occurred throughout the City. Older homes generally reflect a lower resale market price than newer products with supplemental amenities and a higher quality of materials. Citywide, homes built after 1970 comprise over 61% of the overall housing stock, and provide a significant market rate resource for low- and particularly moderate-income households.

The cost of labor is based on a number of factors, including housing demand, the number of contractors in an area and the unionization of workers, but it is generally two to three times the cost of materials. Thus the cost of labor represents an estimated 17% to 20% of the cost of building a unit, which is a substantial portion of the overall cost of construction. Most residential construction in San Bernardino County is performed with non-union contractors, and as a result, labor costs are responsive to changes in the residential market.

According to 1996 Marshall and Swift construction tables, the average cost of labor and materials for a single family home ranges from $37.72 per square foot for a unit utilizing the least expensive materials to $85.77 per square foot for a home utilizing high quality materials, with an average of about $62.15 per square foot. (These estimates do not include the costs for fireplaces, balconies, porches and built-in appliances nor land costs.) Costs for multi-family units range from $32.54 per square foot for minimum required quality of materials to $77.31 for above average materials, with an average cost of $55 per square foot.

A reduction in construction costs can be brought about in several ways. A reduction in amenities and quality of building materials in new homes (still above the minimum acceptability for health, safety and adequate performance) may result in lower sales prices. State Housing Law provides that local building departments can authorize the use of materials and construction methods if the proposed design is found to be satisfactory and the materials or methods are at least equivalent to that prescribed by the applicable building codes. In addition, pre-fabricated, factory built housing may provide lower priced products by reducing labor and materials costs. As the number of units built at once increases, savings in construction costs over the entire development are generally realized as a result of economies of scale, particularly when combined with density bonus provisions. In addition, the City may implement a variety of programs to write down land costs or provide other developer incentives such as waivers in development standards or processing fees in order to increase affordability, subject to provision of a percentage of units with affordability restrictions.

e. *Financing*

Interest rates are determined by national policies and economic conditions, and there is little that local governments can do to affect these rates. Jurisdictions can, however, offer interest rate write-downs to extend home purchase opportunities to lower-income households. In addition, government-insured loan programs may be available to reduce mortgage down payment requirements.

First-time home buyers are the group impacted the most by financing requirements. Mortgage interest rates for new home purchases ranged from 7% to 9% for a fixed-rate 30-year loan in 1999. Lower initial rates are available with Graduated Payment Mortgages (GPMs), Adjustable Rate Mortgages (ARMs), and Buy-Down Mortgages. Although rates are currently fairly low, they can change significantly and substantially impact the affordability of the housing stock.

Interest rates at the present time are not a constraint to affordable housing. Financing for both construction and long-term mortgages is generally available in Upland subject to normal underwriting standards. However, a more critical impediment to homeownership involves both the affordability of the housing stock and the ability of potential buyers to fulfill down payment requirements. Typically, conventional home loans will require 5% to 20% of the sale price as a down payment, which is the largest constraint to first-time homebuyers. This indicates a need for flexible loan programs and a method to bridge the gap between and a potential homeowner's available funds. As well, the availability of financing for developers under current economic conditions may pose a constraint on development outside of the City's control.

B. RESOURCES

1. Land Resources

a. *Vacant Land*

The City's vacant land supply is currently limited to a few parcels within the City limits, which poses a constraint to new development opportunities. There are approximately four acres in the higher density multi-family zones and six acres in the lower density detached single-family zones, as well as parcels totaling less than one acre in other residential zones, yielding a residential potential of about 103 dwelling units assuming development at the midpoint of the allowable density range. The lots are scattered throughout the City, with very little potential for consolidation. This acreage does not take into account vacant land designated TC (Town Center) or MU (Mixed Use) which can accommodate higher-density residential development in mixed-use projects with residential components.

The vast majority of developable residential land is located within the specific plan area known as The Colonies at San Antonio in the northeastern part of the city. This project is designated for an additional 1,479 units. The total residential development capacity of the city's vacant land inventory is estimated to be about 1,582 units based on current land use designations.

Table 39 summarizes this vacant land inventory along with an estimate of the number of potential units by income category. This analysis assumes that parcels with conventional zoning will be developed at the midpoint of the allowable density range on average. For the specific plan properties, it is assumed that the income mix of units will approximate the mix of new units described in Table 20 (i.e., 17% moderate and 83% above moderate).

TABLE 39
VACANT LAND SUMMARY BY LAND USE CATEGORY

			Potential Units[1]				
Land Use Category	**No. of Parcels**	**Acreage**	**Very Low**	**Low**	**Moderate**	**Above Moderate**	**Total**
Residential							
4 - 6 du/ac	27	6.03			5	25	30
7 - 12 du/ac Condominium	2	0.05					0
12 - 20 du/ac	6	4.11		22	44		66
12 - 20 du/ac Condominium	1	0.42		2	5	6	7
Residential/Commercial(SP)	26	307.30			251	1,228	1,479
Commercial							
Central Trading	3	1.39					0
Commercial Professional	4	7.32					0
Commercial/Industrial(SP)	22	74.85					0
Highway Commercial	12	16.52					0
Neighborhood Shopping	2	8.75					0
Office Only	15	8.05					0
Industrial							
IN (~~specify~~Industrial)	4	8.82					0
Industrial/Loft Mixed	2	2.82					0
Institutional/Institutional(SP)	4	5.79					0
Light Industrial	19	31.45					0
Neighborhood Conservation	3	0.51					0
Open Space							
Open Space	85	1011.72					0
Park	2	6.64					0
Reservoir	2	1.99					0
Flood control	1	11.49					0
Upland landfill	1	20.69					0
TOTALS		**1536.73**		**24**	**305**	**1,253**	**1,582**

1. Assumes development at the midpoint of the allowable density range (conventional zoning) or the maximum entitlement (specific plan zoning).

b. Annexation

There are two major unincorporated areas within the City's Sphere of Influence (see Exhibit 1). The northern area, known as San Antonio Heights, is nearly built out with single-family residential units and has limited potential for additional housing development.

The western sphere of influence area is about 320 acres in size and is partially developed with a mix of residential, commercial and industrial uses. This area has a variety of constraints to housing development including infrastructure gaps and land use compatibility issues with a private airport.

It should be noted that while the sphere of influence areas may provide additional housing opportunities, these areas would not contribute to meeting the City's identified RHNA need (see Section III.B) since a portion of San Bernardino County's housing need is assigned to these unincorporated areas.

Exhibit 1 Sphere of Influence Areas

2. Preservation of Assisted Units at Risk of Conversion

State Housing Element Law requires the analysis of government-assisted housing units that are eligible to convert from low-income housing to market-rate housing during the next 10 years due to expiring subsidies, mortgage prepayments, or expiration of affordability restrictions, and development of programs aimed at their preservation. The following must be included in each housing element as part of its preservation analysis:

- An inventory of assisted housing units at-risk of converting to market rate within ten years.
- An analysis of the costs of preserving and/or replacing these units.
- Resources that could be used to preserve the at-risk units.
- Program efforts for preservation of at-risk units.
- Quantified objectives for the number of at-risk units to be preserved during the housing element planning period.

Use restrictions, as defined by State law, means any federal, state or local statute, regulation, ordinance or contract which as a condition of receipt of any housing assistance, including a rental subsidy, mortgage subsidy, or mortgage insurance, to an assisted housing development, establishes maximum limitations on tenant income as a condition of eligibility for occupancy.

The following section analyzes the potential conversion of assisted housing units to market-rate housing.

a. *Inventory of Assisted Affordable Units*

An inventory of assisted, multi-family rental units in the City of Upland was compiled based on a review of the Inventory of Federally Subsidized Low-Income Rental Units at-risk of Conversion (California Housing Partnership Corporation), 1996 Annual Summary: The Use of Housing Bond Proceeds (California Debt Advisory Commission), and information provided by the City of Upland Consolidated Plan and Redevelopment Agency staff. Table 40 summarizes the results of the inventory. All multi-family rental units assisted under federal, state and/or local programs, including HUD programs, state and local bond programs, redevelopment programs and local in lieu fees, density bonus or direct assistance programs are included.

TABLE 40
INVENTORY OF ASSISTED UNITS

Project	Type of Unit	Form of Assistance	Total Units	Assisted Units	Date of Subsidy Termination
Sunset Ridge [1]	Family	Section 8/Multi-family housing revenue bonds	108	16	2029 [3]
Valley Apartments [2]	Family/Large Family	Section 8/Multi-family housing revenue bonds	72	20	2029 [3]
Los Olivos	Family/Large Family/Senior	Upland Housing Authority Public Housing	97	97	Perpetual
Mountain Springs	Family	Multi-family housing revenue bonds	340	68	2028
Northwoods Apartments	Family	Multi-family housing revenue bonds	324	64	2024
Pebble Grove	Family	Multi-family housing revenue bonds	149	33	2029
Sycamore Terrace	Senior	Section 202	100	100	2000
Upland Village Green	Family	Multi-family housing revenue bonds	186	47	2006
Arrow Point	Family	Variance & density bonus	136	28	2014
Highland Hills	Family	Variance	64	13	2015
Coy D. Estes	Senior	Redevelopment funds	130	111	2026 [3]
TOTAL			1,706	597	

[1] formerly the Americana Apartments.
[2] Formerly the Armstrong Apartments
[3] Estimated 30 years from date of bond issue.

As shown, there are a total of 597 assisted, multi-family rental units in the City, of which 100 are units that are “at-risk” of conversion to market rate over the next 10 years. These rental units received assistance under a combination of Housing Authority Revenue Bonds, the County of San Bernardino Multi-family Mortgage Revenue Bond program, the HUD Section 202 Senior Housing program, the HUD Section 8 program and Upland Redevelopment Agency Funds. The time frame for the analysis of assisted units is 2000-2010.

HCD recommends that the inventory be divided into two five-year planning periods, coinciding with the current and subsequent Housing Element planning period. As shown in Table 41, one project, Sycamore Terrace, is at risk of losing its use restrictions within the first five-year period (July 1, 2000 - July 1, 2005) for a total of 100 units. These 100 units will be included in the Quantified Objectives table in Section VI. There are no units at risk of converting in the second planning period (July 1, 2005 to July 1, 2010). None of the remaining projects will be eligible to convert to market rate until 2014.

TABLE 41
SUMMARY OF AT-RISK UNITS

	No. of Bedrooms					At-Risk Units		
Project	1	2	Program	Potential Conversion Date	Total Units	VL	L	Total
Sycamore Terrace	100		Section 202/ Project based Section 8	2000	100	100		100
					TOTAL AT-RISK	100		100

Sycamore Terrace is a 100-unit senior housing complex built in 1979. This project was financed through a HUD Section 202 loan. The project is owned and operated by Southern California Presbyterian Homes (a non-profit organization) and must be maintained as affordable housing for senior citizens for the full 40-year term of the loan. The mortgage is not due during this analysis period. However, the project-based Section 8 rent subsidy contract for this project will expire during the period of this Housing Element analysis, and will need to be renewed. Under the Section 8 rental subsidy, HUD pays the difference between a tenant's rent contribution (30% of monthly income) and the Fair Market Rent (FMR) set by HUD for the area. Only very-low-income households are eligible to occupy Section 8 units. All of the units in the complex have affordability restrictions and all are one-bedroom units.

b. Cost of Preservation Versus Replacement

Cost of Preservation

The cost of preserving Sycamore Terrace units is estimated to be less than replacing the units through new construction. Replacing the units with rehabilitated units may be cost-effective in some instances. Cost estimates provided in this analysis are intended to indicate an order of magnitude. Actual costs involved in each option will depend on the rental and real estate market at the time the affordability controls on these projects expire.

Preservation of the units as affordable may require financial incentives to the project owners to extend low-income use restrictions. Other scenarios for preservation would involve purchase of the affordable units by a non-profit or public agency, or local subsidies to offset the difference between affordable and market rents.

Two options exist for preservation of Sycamore Terrace units at-risk of losing their Section 8 rental subsidies: HUD may offer an extension of the Section 8 contract, or the City may offer rental subsidies.

Contract Extension

During 1999, any projects with expiring Section 8 project-based rental subsidy contracts had the option of receiving a one-year extension from HUD. Southern California Presbyterian Homes does not intend to convert the units to market rent and has initiated the process of renewing the Section 8 contract for the December 1999 to December 2000 period. They have notified all tenants of their intent to continue the assistance contract. In the future, they intend to continue to renew their contract with HUD for as many years as possible, until HUD funding resources are depleted. It is unknown, however, whether HUD will be able to continue to offer extensions and other incentives to owners with expiring Section 8 contracts. At that point, the owners of Sycamore Terrace intend to seek other financial resources in order to continue to offer the units at a rent affordable to very-low-income seniors. If HUD does not continue to offer contract extensions, or if the owner files a notice to opt-out, the City will need to pursue other options to preserve the affordability of the 100 units at Sycamore Terrace. The City will confirm each December on a yearly basis whether the owner has filed for an extension with HUD for the next calendar year.

Local Rental Subsidy

One available option for preservation of at-risk units at Sycamore Terrace would be a local rental subsidy to residents. This option could be used to retain the affordable status of the units, by providing assistance to the residents when their affordable units convert to market rate. Rent subsidies using state, local (Redevelopment Agency or City, such as the Tenant Based Assistance Program),the use of

HOME funds, or other funding sources can be used to maintain the affordability of these at-risk units. Rent subsidies can be structured to mirror the Section 8 program.

Under the project based Section 8 program, HUD pays owners the difference between what tenants can pay (defined as 30% of household income) and what HUD and the local Housing Authority estimate to be Fair Market Rent (FMR) on the unit. Section 8 certificates are only available to very-low-income households earning less than 50% of the County median income. The 1999 HUD median income for San Bernardino County is $47,200. To simplify the analysis, all senior units in Sycamore Terrace are assumed to be one person households and occupy one bedroom units, although it is probable that some of the units are occupied by two person households. As Sycamore Terrace is comprised solely of one bedroom units, other sized units are not considered at risk during this period and therefore not addressed in this analysis. The analysis also assumes the average very-low-income household has an actual income of 50% of the County median income, adjusted for household size. Thus, the average income for a one person very-low-income household in Upland would be $16,500. For comparison purposes, the average income for a two-person household would be $18,900.

As noted in Table 42, the earliest date the 100 units at Sycamore Terrace can convert to market rate is December 2000. The cost of providing subsidies for the 100 at-risk units to maintain subsidized rents assumes that none of the at-risk units are preserved. The cost of providing subsidies to 100 very-low-income households is based on a comparison between fair market rents (FMR) and rents which are affordable for very-low-income households. Affordability is defined as rents that do not exceed 30% of a household's monthly income.

The current FMRs for the Riverside-San Bernardino Metropolitan Area (MSA), which encompasses the City of Upland, are shown in Table 42.

TABLE 42
FAIR MARKET RENTS FOR EXISTING HOUSING:
RIVERSIDE-SAN BERNARDINO MSA

Efficiency*	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
$448	$499	$609	$845	$999

*Efficiency = Studio Apartment
FMRs include utility costs
Source: HUD FY 2000 Income Limits

At-risk units in the City during the 10-year period include only one-bedroom units, and are eligible only to very-low-income households. Therefore, an analysis of the affordability gap between fair market rents and income for households earning between 50% and 80% of the median County income is not warranted at this time. As the funding requirements for the Sycamore Terrace project makes it eligible only to very-low-income households, rental subsidies would not apply for low-income households at this time.

Based on 2000 HUD income data for San Bernardino County, affordable rents for very-low-Income households would be approximately $415 for a senior one-bedroom, $473 for a one-bedroom, and $533 for a two-bedroom. This assumes a one-person household for senior units, a two-person household for a one-bedroom, and a four-person household for a two-bedroom unit. All one hundred (100) of the very-low-income units at Sycamore Terrace senior apartments are one-bedroom and are currently subsidized through the project-based Section 8 program. The cost of providing a rental subsidy to the 100 very-low-income households is shown in Table 43 to be $8,400 per month, or $100,800 per year. Actual subsidies required will vary from this estimate, as some households will earn below the assumed 50% of the County median income and therefore require higher subsidies, while other households may be comprised of two persons and therefore the assumed baseline affordable rent is higher, which translates to a lower subsidy. As well, it should be kept in mind that the actual rents currently charged at the Sycamore Terrace senior apartments are not based on a fixed rent, but are calculated based on a payment of 30% of a tenant's income.

TABLE 43
ESTIMATED MONTHLY SUBSIDY TO VERY LOW INCOME RESIDENTS

Unit	FMR	Affordable Rent [1]	No. Units	Difference	Total
Efficiency	$448	N/A	0	N/A	N/A
1 Bedroom	$499	$415	100	$84	$8,400
2 Bedroom	$605	$533	0	N/A	N/A
				TOTAL	$8,400

[1] Affordable rent includes all utilities
Source: HUD, 2000, The Planning Center

It should be noted that local funding will likely not be required to preserve the affordability of the Sycamore Terrace apartments, as HUD funding for project based Section 8 assistance associated with Section 202 Housing for Seniors is still available.

Replacement Cost

Maintenance of the at-risk housing units as affordable will depend largely on market conditions and the attractiveness of financial incentives that the City can provide to investors. Should affordability controls on this project be lost, the City has the option to construct new units to replenish its housing stock. The cost to replace the 100 units at-risk of converting to market rate during the 2000 - 2005 housing element planning period would vary based on the timing of replacement and the economic conditions in the region. Recent construction cost information of an average of $125 to $130 per square foot for multi-family units (source: Building Industry Association) was used to gauge the cost of replacing the at-risk units. Using the minimum square footages established by the Zoning Code of 700 square feet for one-bedroom units, 800 square feet for two-bedroom units, and 560 square feet for senior one-bedroom units (the Code allows for a 20% reduction in square footage for senior apartments) Table 44 shows that the cost of replacing the at-risk units through new construction would be approximately $7 million. The $125 per square foot estimate is used for this analysis as it is assumed that with a majority of one-person households and a senior tenant population, there may be a potential cost savings associated with reduced parking requirements or other project features.

Again, it should be noted that HUD funding will likely be available to preserve these units. This fact coupled with the high cost for replacement, makes this an unviable option.

TABLE 44
REPLACEMENT COST BY TYPE OF UNIT

Unit Size	Square Feet	Cost Per S.F.	Cost Per Unit	Number of Units	Total Cost
Senior 1 Bedroom	560	125	70,000	100	$7,000,000
1 Bedroom	700	130	91,000	N/A	--
2 Bedroom	800	130	104,000	N/A	--
				TOTAL COST	**$7,000,000**
Source: The Planning Center					

Other Replacement Units

The Agency assisted in the development of the Coy D. Estes Senior Housing Project in the Town Center project area, which was completed in 1997. This project provided a total of 130 units, of which 111 are rented at prices affordable to very-low-income seniors, and 19 units are at market rate. These units have made a significant contribution to the City's affordable housing resources.

c. *Resources for Preservation*

The types of resources needed for preserving units at-risk fall into three categories: 1) financial resources available to purchase existing units or develop replacement units; 2) entities with the intent and ability to purchase and/or manage units at-risk; and 3) programs to provide replacement funding for potentially lost Section 8 rent subsidies.

d. *Public Financing/Subsidies*

A variety of federal, state and local programs are available for potential acquisition, subsidy, or replacement of units at-risk. Due to both the high costs of developing and preserving housing and limitations on both the amount and uses of funds, a variety of funding sources would be required. The following summarizes financial resources available to the City for preservation of assisted, multi-family rental housing units.

Federal Programs

- **CDBG** — The City is programmed to received approximately $711,000 during the 1999-2000 year. Of this total, approximately $14,500 is devoted to housing programs, specifically fair housing and landlord/tenant programs. This program is intended to enhance and preserve the City's affordable housing stock. CDBG funds are awarded to the City on a formula basis for housing activities. Eligible activities include: acquisition, rehabilitation, economic development, and public services. CDBG grants benefit primarily persons/households with incomes not exceeding 80% of the County median family income.
- **HOME Investment Partnership Funds** — The City is programmed to receive approximately $499,800 in HOME funds for the 1999-2000 year. The majority of these funds will be used to fund first-time homebuyer and owner-occupied rehabilitation programs. HOME funding is a flexible grant program which is awarded to Upland on a formula basis for housing activities and takes into account local market conditions, inadequate housing, poverty and housing production costs. HOME funding is provided to jurisdictions to either assist rental housing or home ownership through acquisition, construction, reconstruction and/or rehabilitation of affordable

housing. Also possible is tenant-based rental assistance, property acquisition, site improvements, and other expenses related to the provision of affordable housing and projects that serve a group identified as having special needs related to housing.

- **Section 8 Rental Assistance Program** — This program provides rental assistance payments to owners of private market rate units on behalf of very-low-income tenants.

- **Section 811/202 Program** — Non-profit organizations and consumer cooperatives are eligible to receive no-interest capital advances from HUD for the construction of very-low-income rental housing for senior citizens and disabled persons. Project-based assistance is also provided in conjunction with this program. Section 811 can be used to develop group homes, independent living facilities, and intermediate care facilities. Eligible activities include acquisition, rehabilitation, new construction, rental assistance.

- **HUD Low Income Housing Preservation and Resident Homeownership Act (LIHPRHA)** — LIHPRHA was enacted in response to concern over the prepayment of HUD-assisted housing projects. The legislation addresses the prepayment of units assisted under Section 221(d)(3) and Section 236 (Section 236 replaced the Section 221(d)(3) program in 1968). Generally, the law facilitates the preservation of these low-income units by providing incentives to property owners to either retain their units as low-income, or to sell the project to priority purchasers (tenants, non-profits, or governmental agencies.)

  Pursuant to LIHPRHA, HUD must offer a package of incentives to property owners to extend the low-income use restrictions. These incentives would assure property owners an 8% return on the recalculated equity in their property, provided the rents necessary to yield this return fall within a specified federal cost limit. The cost limits are either 120% of the FMR, or the prevailing rent in the local market. If HUD can provide the owner with this return, the owner cannot prepay the mortgage. The owner must either stay in the program, or offer to sell the project (a "voluntary" sale) to a priority purchaser for a 12-month option period, or other purchasers for an additional three months. The owner is required to document this choice in a Plan of Action.

  If HUD cannot provide the owner with the 8% return, i.e., the rents required would exceed federal cost limits, the owner may prepay only after offering the sale to priority purchasers for 12 months, or other qualified buyers for an additional 3 months (a "mandatory" sale), and filing a Plan of Action which demonstrates that conversion will not adversely impact affordable housing, or displace tenants. According to the California Housing Partnership Corporation, most projects in California will fall within federal cost limits, except those with exceptionally high rental value or condominium conversion potential.

  Projects that are preserved under either of these methods are required to maintain affordability restrictions for the remaining useful life of the project, which is defined minimally as 50 years.

  Despite these requirements, property owners may still be able to prepay. First, the owner may prepay the property if no bona fide offer to purchase the property is made. Second, HUD may not provide some of the discretionary monies to priority purchasers in preservation sales. Finally, the overall success of the preservation efforts is contingent on congressional appropriation of sufficient funding to HUD.

State Programs

- **California Housing Finance Agency (CHFA) Multiple Rental Housing Programs** — This state program provides below-market financing to builders and developers of multiple-family and elderly rental housing. Tax-exempt bonds provide below-market mortgage money. Eligible activities include new construction, rehabilitation, and acquisition of properties with 20-150 units.
- **Low Income Housing Tax Credit (LIHTC)** — This state program provides tax credits to individuals and corporations that invest in low-income rental housing. Tax credits are sold to corporations and people with high tax liability and proceeds are used to create housing. Eligible activities include new construction, rehabilitation, and acquisition
- **California Community Reinvestment Corporation (CCRC)** — This private, non-profit mortgage banking consortium provides long-term debt financing for affordable multi-family rental housing. Eligible activities include new construction, rehabilitation, and acquisition.

Local Programs

- **Redevelopment Agency Funding —** 20% of this local agency's funds are set aside for affordable housing activities governed by state law. Eligible activities include acquisition, rehabilitation, and new construction. The Upland Redevelopment Agency generates approximately $700,000 annually in low- and moderate-income housing funds. These funds are used as a local match for HOME funded programs at a minimum 1:4 ratio.
- **General Fund** — The City of Upland allocates approximately $274,000 in General Funds annually to provide code enforcement support services and housing assistance to its residents.

Non-Profit Entities

Non-profit entities based relatively proximate to the City of Upland can be contacted to gauge their interest and ability in acquiring and/or managing units at-risk of conversion. A partial listing of entities with resources in the Riverside/San Bernardino area is provided In Table 45.

TABLE 45
HOUSING NON-PROFIT ENTITIES

Foothill Family Shelter, Inc.
Southern California Housing Corporation

Source: City of Upland Redevelopment Agency

e. *Program Efforts to Preserve At-Risk Units*

The following housing programs have been developed to address the preservation of assisted very-low-income units eligible to convert to market rate. The Upland Redevelopment Agency and/or the Community Development Department will be responsible for implementing the programs. Funding for implementation could be provided through funding sources cited above.

- **Monitoring At-Risk Units** — The City will maintain contact with owners of at-risk units as the use restriction expiration dates approach. The City will communicate to the owners the importance of the units to the supply of affordable housing in Upland as well as its desire to preserve the units as affordable. The City will confirm in 2000 that the owner of Sycamore Terrace has filed to continue the Section 8 contract, and will determine whether HUD will offer the owner a contract extension. The City has in place local incentives that can be offered to property owners to preserve any at-risk units (see following sections).

- **Rental Subsidies** — If HUD funding is discontinued at some point within the planning period, and other methods to preserve the at-risk units fail, the City will determine if it can assign financial resources to provide rental assistance to very-low-income tenants to cover the difference between their current rents and market rents. The previous section addressing the cost of preservation describes how a subsidy program would work.

f. Quantified Objectives

The City of Upland Consolidated Plan contains a five-year strategy for meeting the City's housing and community development needs. The Consolidated Plan Document (CPD) establishes housing priorities. Two of the priorities relate to affordable housing. CPD priority number one is to preserve existing rental and owner-occupied housing resources. CPD priority number two is to improve living conditions for very-low- and low-income renters. Both of these priorities represent the City of Upland's desire to preserve of affordable units.

Housing Element law requires that cities establish the maximum number of units that can be preserved over the planning period. One assisted project with a total of 100 units in Upland is at-risk of losing use restrictions within the 2000-2005 Housing Element planning period. All of the units at-risk of losing use restrictions during the present planning period have been preserved. Based on objectives stated in the Consolidated Plan, the objective for this planning period will be to preserve all 100 at-risk units or replace them with comparable units through acquisition or new construction.

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V. REVIEW OF HOUSING ELEMENT PERFORMANCE: 1990-2000

The City of Upland has a tradition of meeting its housing goals. HUD in its most recent review and evaluation of the City's CAPER concluded that the "City of Upland's activities and accomplishments during the 1997 program year have been "consistent with its Consolidated Plan goals and strategies." The State of California, Housing and Community Development this year also deemed Upland as a "Good Performer" in the use of its competitive allocation of HOME funds and allowed Upland to apply for an additional $500,000 for the 2000 Program Year. HUD also deemed the "most remarkable accomplishment for Program Year 1997 was the construction of 130 units of Senior Housing and a 13,000 square foot multi-use Senior Center adjacent to the Senior Housing." The City received national recognition in the form of a 1998 Best Practice Award from HUD for this project. HUD has commended Upland "for its dedication to providing affordable housing by exceeding the five-year goals set in the Consolidated Plan and for providing strategies for a full range of housing options that address all population groups and persons with special needs."

COY D. ESTES APARTMENTS & GEORGE GIBSON SENIOR CENTER

Construction of 130 apartments with 111 reserved for low and very low income independent seniors and special needs elderly (handicapped). The development is approximately 72,556 square feet on a 4.7 acre site and includes a Senior Center that provides lunch and organized activities. $8,975,616 was allocated for construction with the California Housing Finance Agency committing approximately $2.2 million in 9% tax credit funds and the Upland RDA and City of Upland committing approx. $3.6 million in funds. The City portion included a HUD Section 108 loan guarantee of Not to Exceed $1.2 million.

Construction		***Permanent***	
Bank of America Development Bank	$ 5,399,189	First Mortgage	$ 2,191,000
Upland Redevelopment Agency	$ 2,883,066	Upland RDA	$ 2,883,066
City of Upland	$ 693,691	City of Upland	$ 693,361
Total	$ 8,975,616	Capital Contrib	$ 3,276,432
		Def.Dev.Fee	$ 514,352
		Total	$ 9,558,211

This project showed how the City was able to utilize a number of resources to complete these two projects. This included a Section 108 Loan Guarantee, Redevelopment Agency funds, a construction loan from Bank of America, California Housing Finance Agency Tax-exempt bonds, and Federal Tax Credits. HUD's Best Practice Award exemplify HUD's new strategy for working with the communities that HUD administers; a strategy that is aimed at improving the state of the art of community development across the nation. In addition, Best Practice programs and/or projects display high quality, productivity, efficiency, and effectiveness.

VILLAGE & SUNSET RIDGE APARTMENTS

Apartment complexes of 180 units were acquired by the Redevelopment Agency in 1998 from various private owners and the Upland Housing Authority. The Agency has expended approximately $11 million in acquisition and improvement funds. Prior to the Agency's involvement, both projects experienced a significant amount of police activity and were suffering from fragmented and small investor property management at their centralized locations. To date, after a concentrated effort by the Agency with friendly acquisition and utilizing a professional property management firm with key on site management, these apartments have been upgraded with interior and exterior improvements and effectively managed. Improvements have included a large amount of exterior and interior work such as landscaping, tot lots, driveway resurfacing, stucco and paint, and necessary interior reinvestments such as carpet and appliance replacement. The improvements and change in management have all been essential elements in the restructuring of these properties. Moreover, the Agency has with a professional management firm operated each apartment complex with market based expectations while still providing low income affordable units based on allowable HOME rents. These properties now include affordability covenants for 36 units that benefit very low income households in the community.

HABITAT FOR HUMANITY

Upland assisted this organization with its first project within San Bernardino County to create home ownership opportunities for two very low income families. The Agency transferred an unimproved agency parcel of approximately one third acre to this organization for $1. after purchasing it from the City of Upland for $60,000. It addition, the Agency provided a loan of $40,000 to Habitat for purposes related to the improvement of the property. Staff is currently negotiating the Habitat loan obligation in order for it to remain on each parcel and ensure long term affordability at each location for a period of up to 50 years. If the properties are sold at a market value or to occupants not of this very low income then the Agency loan funds must be repaid to the Agency to be reused for a future affordable housing project.

CDBG ENTITLEMENT USE FOR AFFORDABLE HOUSING

Upland has been an entitlement city since 1990 and has funded the original version of programs such as the Housing Improvement Program (HIP) and has continued to provide public service funds for current programs such as Emergency Repair Program that assists low income owner occupants of homes including mobile homes with grants of up to $2,500 that helps maintain the supply of affordable housing. Upland has improved 35 homes with the ERP since it was started in FY 99/00 and has a goal in the 2000 Housing Element to serve 100 more very low clients by year 2005. Despite having a relatively small entitlement, Upland's Citizen Advisory Review Committee has ensured that CDBG has funded programs such as Fair Housing & Landlord Tenant Relations, St. Joseph's Church and SOVA's homeless/hunger programs, the Foothill Family Shelter that assists homeless families transition from homelessness with job skills and a stable address to employment.

HUD's review of CAPER concluded that the City is making progress in supporting the very-low income population and the City provides a Continuum of Care with programs that provide food, clothing and housing referrals for the homeless.

STATE OF CALIFORNIA HOME FUNDS

The City of Upland, a State designated "Good Performer" has a proven track record since 1993 in expending State HOME funds for affordable housing purposes in the community. A summary of funds earned through the competitive grant process, the programs and number of families assisted is provided in Table 46a.

OTHER ACTIVITES

Upland continues to look towards implementing a variety of new strategies in meeting its affordable housing goals. Currently, Upland is in the Chapter 8 process with the County of San Bernardino to recover a tax defaulted single family home. The Upland Redevelopment Agency will acquire this home and use it for an affordable housing purpose. Upland will continue to work cooperatively with the County with this specific annual process to recycle improved and unimproved properties lost through tax liens to be made available through Upland Community Redevelopment Agency efforts to obtain and reuse these properties for affordable housing. Also, Upland is looking at other multi family properties needing assistance to encourage reinvestment and dedicated property management such as within the designated Low and Moderate Income areas such as Richland and the Diamond Court. Upland is also monitoring HUD foreclosures within the community, has received its HUD SAMS number this year, and will be positioning itself to facilitate the appropriate acquisition, rehabilitation and resale of these properties. Also, Upland received approval this year from HCD to combine its HOME funded First Time Home Buyer Program with Lease to Own Bond Program, a unique program that utilizes private, tax exempt bonds through a JPA of jurisdictions throughout Los Angeles and San Bernardino Counties.

TABLE 46A
CITY OF UPLAND HOME FUNDS ALLOCATION
1993-2000

Year	*Amount*	*Program*	*Total Served*
1993	$ 957,618	OOR	32
		FTHB	13
		TBRA	23
1994	$1,000,000	OOR	32
		RRP	36
1996	$ 947,625	FTHB	12
		RRP	73
1997	$ 997,500	OOR	14
		FTHB	30
1998	$ 748,650	OOR	10 (Projected)
		FTHB	18 (Projected)
1999	$ 499,800	OOR	13 (Projected)
		FTHB	11 (Projected)
2000	$1,500,000 (Projected)	RRP	24 (Projected)
	$ 400,000	PROGRAM INCOME	16 (Projected)
TOTAL	$7,051,193*		357 (Projected)

*Total includes approximately $300,000 for administrative costs.

KEY:

OOR ***Owner Occupied Rehabilitation***: Single Family Home Owner Occupant Low Interest loans deferred to sale, refinance, title transfer. Loans made up to $25,000 for code, health & safety item improvements. 80% Co.Median Income (Family 4 Max. $37,900/yr.)

FTHB ***First Time Home Buyer Program***: Silent 2nd 3% Interest Bearing deferred loan of up to $30,000 or 20% purchase price of max. of $179,050 deferred to sale, refinance, title transfer 80% Co.Median Income (Family 4 Max. $37,900/yr.)

TBRA ***Tenant Based Rental Assistance***: Short Term 24 months of rental assistance to tenants in Multi-Family Residences 50% Co. Median Income (Family 4 Max. $23,700/yr)

RRP ***Rental Rehabilitation Program***: Low Interest 0-3% for Multi Family Property Acquisition and Rehabilitation. Depending on amount borrowed by owner of up to $25,000 per unit for rehab with rent affordability covenants to be kept in place for a period of 5 to 10 years or up over $25,000 per unit for acquisition with minimum 15 year affordability.

V. Review of Housing Element Performance to Date

As part of this Housing Element update process, the City conducted an evaluation of the following:

> The ***appropriateness*** of the housing goals, objectives and policies in contributing to the attainment of the state housing goal;
>
> The ***effectiveness*** of the element in attainment of the community's housing goals and objectives; and
>
> The ***progress*** of the City in implementing the previous Housing Element.

Table 46 contains a summary of the results of this evaluation of the previous Housing Element, along with recommendations for the current element based on the City's experience since 1990.

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TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
GOAL 1. To assist in the development of adequate housing to meet the needs of low- and moderate-income households.						
The Upland Housing Authority intends to provide approximately 134 units of affordable rental housing by acquiring existing market-rate units and turnkey new construction for lower-and moderate-income seniors.	Apartment Acquisition	Upland Housing Authority	Mortgage Revenue Bonds and CRA Housing Fund	The Upland Housing Authority will issue a $10,145,000 mortgage revenue bond using $1,171,000 of Upland Community Redevelopment Agency (Agency) affordable housing set-aside funds (Housing Fund) for the cost of issuance, pre-acquisition, a reserve fund and a pledge fund. Bond proceeds will be used to purchase 175 market rate units. Approximately 40% (70) of the units will be converted from market rate to affordable units for very-low and low income tenants; 105 units will be affordable to moderate income households. Units will be owned and managed by the Upland Housing Authority. Units will be rehabilitated with bond proceeds if required.	1,747 units were acquired using this program during the planning period, of which 61 were a affordable to very-low-income households and 191 affordable to low income households.	Continue to assist eligible non-profit buyers in acquiring market rate apartments using mortgage revenue bonds with a portion of the units made available to lower-income households at affordable rents (Strategy 2b.)
	Senior Housing	Upland Redevelopment Agency	MRB & RDA Set-Aside	The RDA, in conjunction with the Housing Authority plan on developing 100 units of senior housing. Units may be owned and managed by the Housing Authority.	The Agency assisted in the development of the Coy D. Estes Senior Housing Project in the Town Center Project Area. This project provided a total of 130 units. The majority of the units (111) are affordable to very-low-income seniors, and 19 units are at market rate. The Agency contributed $4 million in low- and moderate-income funds, including $1.2 million for site acquisition and relocation; $2.8 million for construction and permanent financing. The Agency formed the Upland Community Housing, Inc. (UCHI), a non-profit agency, and the Upland Senior Housing Limited Partnership to facilitate financing of the project. The project was completed in June 1997.	Identify a candidate site for the development of an affordable senior project in the Town Center area with the objective of providing 100 new senior affordable units by 2005.

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
Provide first-time homebuyers with down-payment assistance	First Time Homebuyer Program	Upland Redevelopment Agency	HOME & RDA Set-Aside	The City will implement a HOME funded First-Time Homebuyer program.	The City provided 62 first-time home buyers with down payment assistance utilizing its HOME-funded First-Time Homebuyers Program.	Continue program.
	Lease-Purchase Program	Upland Redevelopment Agency	HUD	This program grants down payment assistance and closing costs to participants versus subsidized mortgages. The JPA offers a lease-to-own purchase arrangement to eligible purchasers (up to 140% of the median income). Purchasers pay a one-time program fee and 38 months of lease payments in exchange for the grant and the JPA will pay both principal and interest on the mortgage for the three-year lease period. At the end of this period, the participant assumes a partially amortized mortgage with 27 years remaining.	In Fiscal year 1997-98 the Agency formed a joint powers authority with 10 other cities to implement a Lease-to-Own First Time Homebuyer's Program, with 5 households participating.	Continue program
	Habitat for Humanity	Upland Redevelopment Agency	LMI	The Agency will assist Habitat for Humanity with two first-time homebuyers.	Two units were developed with Habitat for Humanity.	Housing Element goal met.

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
The Upland Housing Authority and/or the Upland Community Redevelopment Agency intend to develop an in-fill housing program. Approximately 10 units may be developed for lower- and moderate-income first-time homebuyers.	Infill Housing Program	Community Development Department	RDA Set Aside	An infill housing program can be structured in numerous ways. The CRA or Authority could purchase vacant or underdeveloped lots, then sell (at discount) or lease lots to developers. The Agency could also provide low interest construction loans, and the developer would repay the CRA upon sale or rental of units. The Agency could hold a design competition for infill lots. Infill housing can be attached-rental or ownership units for first-time homebuyers. The City could permit flexible development and design standards to reduce cost of housing. The trade-off for land write-down and/or low interest construction loans are long term affordability requirements. These requirements can be implemented through resale controls or a ground lease. If ownership units are built, the Agency could provide low interest mortgages to eligible first-time homebuyers.	City provided land write-down for Habitat for Humanity.	Program complete.

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
The City shall request an annual Community Reinvestment Act Report from the local banks in order to encourage more lender activity with affordable housing issues.	Community Reinvestment Act Program	Community Development Department & Redevelopment Agency.	Private Sector	The City shall request annual Community Reinvestment Act Reports from local lenders in order to encourage more fair lending practices and affordable housing. The City will contact lenders after reviewing the report to negotiate favorable terms for low- and moderate-income families. Usually funds are provided at below-market interest rates. CRA urges the participating banks to give high priority to projects which are 100% affordable to lower income households. These funds are often used in concert with other fund sources.	The City has requested a Community Reinvestment Act Report from local banks on an annual basis. City has contacted local lenders to discuss favorable terms to accommodate low to moderate income households. Five banks have committed funds to enhance housing affordability to low- and moderate-income households. The committed funds are available to assist financing of multi-family rental complexes and assist low- to moderate-income buyers of owner occupied housing.	Continue to implement program.(Strategy 3c)
The Upland Housing Authority shall continue to monitor affordable apartments subsidized with Upland Community Redevelopment Agency Bonds.	Housing Authority Monitoring	Upland Housing Authority	Upland CRA	There are six bond projects in the City which the City monitors. The City, as a condition for granting variances on two multi-family projects, required developers to set aside 20% of their units as affordable to very-low- and low-income households.	The Upland Housing Authority monitored multi-family units subsidized with Upland Community Redevelopment Agency Bonds to assure continued affordability and renewed all affordability covenants for projects at risk of converting to market rate. The Housing Authority Bond Program subsidizes the Sunset Ridge and Village Apartments (formerly the American and Armstrong Apartments) on a yearly basis, providing 12 very-low and 20 low-income units.	Redevelopment Agency to continue to monitor all projects with CRA bond financing and provide incentives and/or requirements for continuation of affordable units.(Strategy 4e)

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
GOAL 2. To improve the condition of the existing affordable housing stock.						
Using Redevelopment Funds, the City's Redevelopment Department will provide low-interest loans, deferred payment loans, through its HOME-funded Owner Occupied Rehabilitation Program, to 135 lower- and moderate-income single-family homeowners for rehabilitation.	Single Family Rehabilitation	Upland Redevelopment Agency	RDA Set Aside & HOME	The City will implement a single family Owner Occupied Rehabilitation program in 1990. Twenty-five to thirty deferred loans will be made to lower-income homeowners each year.	The City Redevelopment Department provided 204 low interest deferred payment loans through the Housing Improvement Program to low and moderate income homeowners.	Continue Program. (Strategy 2a)
	Neighborhood Restoration Program	Upland Redevelopment Agency	RDA Set Aside	The Redevelopment Agency will allocate funds to develop a neighborhood improvement program.	The Neighborhood Restoration program was initiated in 1991-92 using $50,000 in LMI funds and $100,000 HOME grant funds to clean up, renew and restore neighborhoods. In addition, other City resources were focused on these neighborhoods on an as needed basis. Assistance included street improvements, alley lighting, code enforcement etc. In exchange for assistance, the owners recorded a restriction on the deed ensuring the unit's affordability. In 1992-93, 11 loans were completed, followed by 3 loans in 1993-94. This program was discontinued in 1994.	Program discontinued due to lack of applicable HOME funding for this program.
The City will continue to contract with a local non-profit corporation to provide a Senior Home Repair program for lower-income senior homeowners. Approximately 120 households will be provided with this minor repair service.	Senior Home Repair Program	Community Development Department	CDBG/RDA	The Steelworkers' Old Timers Foundation, Inc., contracts and receives CDBG funds from the City of Upland. This program provides minor home repair and maintenance services for lower income senior and disabled homeowners. (120 units).	The City, through continued contact with the Steelworker's Old Timers Foundation, Inc., a local non-profit corporation, provided minor repair service to 26 lower-income senior homeowners through the Senior Home Repair program.	This program has been replaced with the Emergency Repairs Program.

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
Implement a rental rehabilitation program and rehabilitate 75 units.	Rental Rehabilitation	Community Development Department & Redevelopment Agency	State HCD and HOME	The City of Upland will apply for State Department of Housing and Community Development HOME funds and if funded will implement a Rental Rehabilitation Program. Under this program low-income households in targeted neighborhoods were eligible for loans and grants to improve their units and property exteriors. If funded, the Upland Housing Authority may apply for additional Section 8 vouchers to subsidize these units (75 units).	The City established a rental rehabilitation program in 1991. 192 units have been rehabilitated during the planning period. The program was contracted to operate between January 1994 and January 1999.	Extend period of operation for another five years. Target 40 units per year.(Strategy 2a)
The City and the County will continue to encourage the upgrading and improvement of existing mobile home parks.	Code Enforcement	Community Development and Building Department	General Fund	Emergency Repair Program. Code Enforcement.	The City has continued to encourage the upgrading and improvement of mobile home parks. The Redevelopment Agency continues to meet with residents of mobile home parks in order to resolve issues.	Continue program (Strategy 2c)
	Emergency Repairs Program	Upland Redevelopment Agency	RDA Set Aside, CDBG		In 1999 the Emergency Repairs Program was originated, providing grants up to $2,000 to mobile home owners for improvements.	Continue program (Strategy 2a)
GOAL 3. To conserve the existing affordable housing stock.						
The City shall work with owners of federally subsidized units at risk of conversion to non-affordable uses, in order to preserve affordability.	Federally Subsidized Units "At Risk of Conversion"	Community Development Department/Upland Housing Authority	HUD/Upland Community Redevelopment Agency	Work with owners of project based Section 8 funding and other federal funding programs including Section 221 seniors, multi-family bond financing, and LIPHRA projects, if applicable. Provide financial assistance if HUD funding is unavailable. According to the Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion, there is only one project in Upland eligible to convert to non-low income housing during the planning period of	The Sycamore Terrace project owned by Southern California Presbyterian Church, Inc. renewed their Section 8 contract with HUD in October 1996, until at least 2000. The Mountain Springs project renewed their contract in 1996 to maintain 68 units at affordable rents until July 1998. This contract was extended for another 25 years.	Continue to monitor any projects with federal funding at risk of converting to market rate. Continue program (Strategy 2b)

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
				the element. This project, Sycamore Terrace is owned and managed by the Southern California Presbyterian Homes (Presbyterian Homes), Inc. Presbyterian Homes has a Housing Assistance Payment (HAP) Contract with HUD until 1999, and has renewed Section 8 Certificates until this time (100 units).		
To continue a City mobile home rent control ordinance, which protects owners and occupants of mobile home units from unreasonable space-rent increases.	Zoning Ordinance	Community Development Department	General Fund		This program was continued.	Continue program. Continue program (Strategy 4b)
The Upland Housing Authority intends to provide a minimum of 150 new Section 8 Certificates and/or Housing Vouchers for families and elderly households.	Section 8/Rental Assistance Vouchers	Upland Housing Authority	HUD	The City continued to be a member of the Upland Housing Authority. Under this program, very-low-income tenants are required to pay 30% of their adjusted gross income for rent. The Housing Authority will apply for the Section 8 existing certificates, Section 8 moderate rehabilitation units and the Section 8 vouchers as they become available from HUD (150 units).	The Upland Housing Authority provided 499 new Section 8 Housing Certificates/Vouchers to families and elderly households, per year, as well as 10 Section 8's to be used for emergency homeless assistance. An additional 53 units are provided via a Section 8 contract with HUD under the Multi-family Housing Revenue Bond Program. In March 1994, the Family Self Sufficiency Program was started with 25 Section 8 Certificates. Under the FSS program, the UFA provided participants in the existing Section 8 certification program an opportunity to end dependency on government subsidies through training, education, day care and guidance towards achieving self sufficiency.	Continue to provide Section 8 certificates/vouchers to currently participating households. (Strategy 4a)
The City intends to develop a condominium conversion policy or ordinance, which requires a percentage of converted units to be affordable for a	Condominium Conversion Ordinance	Community Development Department	Private Sector/ General Fund	Develop a condominium conversion policy.	No progress due to lack of condominium conversion activity.	Develop a Condominium Conversion Ordinance requiring that a portion of units be made available to low- and moderate-income buyers in exchange for the City's financial assistance.

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
predetermined term (50 units).						(Strategy 2d).
The County shall continue to provide weatherization to very-low-income homeowners and renters (250 units).	Home Weatherization Program	San Bernardino County Community Services Department	County/Utility Companies	The County provides this free energy conservation program to qualified very-low income homeowners and renters. The County will install energy conservation devices designed to reduce gas and electricity consumption (250 units).	The County's weatherization program was utilized to aid 250 very-low-income home owners and renters.	Continue to refer City residents to County Program (Strategy 5a)
The City shall enforce all building and zoning codes in order to assure the safety of the existing housing stock.	Code Enforcement	Community Development Department	General Fund	The City maintains a Code Enforcement program which cites code infractions. Residential code enforcement is performed on a complaint basis.	The City strengthened its code enforcement in order to protect existing neighborhoods against the harmful effects of deferred maintenance. City records show 4,280 complaints filed, of which 81 were not resolved and led to notices to appear. Property owners are provided information by code enforcement staff about the City's rehabilitation programs.	Continue code enforcement activities.(Strategy 2c)
GOAL 4. Develop and maintain residential environments that are pleasant, attractive, safe and convenient.						
Improve residential neighborhoods by developing a Neighborhood Restoration Loan and Grant program using RDA Set-Aside funds.	Neighborhood Restoration Program	Upland Community Redevelopment Agency	RDA Set Aside	The Redevelopment Agency will allocate funds to develop a neighborhood improvement program. The City is currently developing policies for this program which will provide incentives to low and moderate income homeowners and possibly rental property owners to paint and improve the front exteriors of their houses in selected neighborhoods (75 units).	The City established a Neighborhood Restoration Loan and Grant Program using RDA set-aside funds in 1991. To date, 14 loans have been funded. The program was discontinued in 1994.	Program discontinued due to lack of funding.
To continue CDBG funded capital improvements in lower-income neighborhoods in order to stimulate rehabilitation and to preserve the desirable residential character of the community.	CDBG	Community Development Department, Community Redevelopment Agency	CDBG	CDBG funds are used for a variety of programs to stabilize neighborhoods and preserve and upgrade housing stock. CDBG monies were used for the following programs: Senior Home Repair; Fair Housing and Tenant/Landlord Mediation; Homeless Services; and Neighborhood Restoration.	The City allocated $150,000 of CDBG funds for capital improvements in lower-income neighborhoods.	Continue program.(Strategy 2c)

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
To protect homogeneous single-family residential areas from incompatible land uses.	Review of Development Code	Community Development Department	General Fund	The City will review the development code for possible revisions that would: 1) eliminate or reduce obstacles to the provision of affordable housing; 2) assist in creation of more affordable housing; and 3) eliminate incompatibilities between land uses.	The City down-zoned several residential areas which were being encroached upon by higher density and incompatible land uses in 1991.	Continue program (Strategy 1e)
To continue the Code Enforcement and Graffiti Removal Program in the lower-income census tracts.	Code Enforcement Graffiti Removal	Community Development Department/Code Enforcement	General Fund/CDBG	Two code enforcement positions were funded from CDBG monies.	The Code Enforcement and Graffiti Removal Programs were continued.	Continue program (Strategy 2c)
To review the development code periodically for possible revisions that would assist in creating more affordable housing.	Review of Development Code	Community Development Department	General Fund	The City will review the development code for possible revisions that would: 1) eliminate or reduce obstacles to the provision of affordable housing; 2) assist in creation of more affordable housing; and 3) eliminate incompatibilities between land uses.	The City utilizes density bonus, RPUD and PRD zoning, as well as mixed use zoning in the town center, which allows 30 du/ac for mixed use and 45 du/ac for senior projects in the TC zone; and 35 du/ac for mixed use, 45 for senior projects and 15 du/ac for standalone projects in the MU zone.	Continue to review code on a periodic basis.(Strategy 1e)
GOAL 5. Continue to provide housing opportunities for all economic segments of the population.						
To designate available land for residential uses in amounts sufficient to enable the development of needed new housing units.	Zone Code/ General Plan	Community Development Department	General Fund	The General Plan establishes the "vision" of the City and guides future growth management. The Zoning map serves as an implementing tool of the General Plan. Areas in the City exist where zoning permits more intensive use of land and increased residential density. The land use element of the General Plan establishes goals and policies which establish allowable land uses.	Approximately 465 acres for single- and multi-family housing were identified including 185 acres proposed for a specific plan and PUD. Twenty-three residential sites were identified as having potential for affordable housing, comprised of 96 acres, with potential for 1,933 units. Given the limited amount of vacant land in the City, part of the City's Housing Strategy depends on acquiring existing market rate apartments and rehabilitating them, while converting a portion to affordable units rather than developing new units on vacant land. The City has applied this concept to 1,747 units, of which 252 are	Continue program (Strategy 1b)

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
					affordable to lower income households. In addition, the creation of the TC and MU zones further provides opportunities for residential development.	
To facilitate the production of a minimum of 3,641 housing units over the five-year period from July 1989 to July 1994.	No specific program	Community Development Department/ Community Redevelopment Agency	General Fund/ Redevelopment Housing Set Aside/ Federal, State, Local Funds	A wide range of programs and activities were carried out pursuant to the City's quantified objectives.	During the extended planning period of July 1989 to July 1999, 933 housing units were developed.	Continue to use all available resources and incentives to produce housing.(Strategies 1a, 1b, 1c & 1d)
To cooperate with other agencies at the county and regional levels to work for improved housing opportunities including active participation on the San Bernardino County Homeless Coalition and the West End Cities Homeless Task Force.	Homeless Transitional Shelter/ Emergency Shelter Voucher Program	City of Upland Housing Authority Community Redevelopment Agency Foothill Family Shelter	General Fund/ Redevelopment Housing Set Aside Funds, HUD, HCD, Donations	The Redevelopment Agency will provide a subsidy to the Foothill Family Shelter to assist their 8-unit (56 bed) transitional shelter. A $5,000 grant will be made annually at the discretion of the Redevelopment Agency for a term of ten years. In addition the Agency will provide a $35,000 rehabilitation grant. The Foothill Family Shelter provides one hotel, two-bedroom units (with kitchenettes and 4 beds) for one to three nights of emergency shelter for families. This program will expand to two units in 1991, doubling its capacity from approximately 300 to 600 families per year	The City has continued to coordinate the operation of housing programs with County and local service agencies and the Upland Housing Authority to assure that support services are provided to residents in need. City staff were active in the San Bernardino County Homeless Coalition and the West End Cities Homeless Task Force.	Continue programs (Strategy 4e)
To require that community-planning studies recognize and encourage affordable housing units commensurate with identified housing needs.	Project Processing	Community Development Department	General Fund	The Southeast Quadrant General Plan Amendment study was carried out.	The Southeast Quadrant General Plan Amendment was completed in 1990. This amendment instituted a mixed-use designation intended to improve the compatibility between residential and non-residential uses and maintain the existing affordable housing stock.	This objective has been reflected in the revised Action Plan (e.g., Strategies 1a e).

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
GOAL 6. To address and, where appropriate and legally possible, remove governmental constraints on the maintenance, improvement, and development of housing.						
To continue to increase densities in appropriate locations in order to provide more affordable housing opportunities as outlined in Section III under "Undeveloped Residential Sites for Affordable Housing."	General Plan Program	Community Development Department	General Fund	Ongoing planning studies with the objective of facilitating the production of affordable housing.	The RS-4.3 District was added in 1991 to allow development of single-family detached units at a density of 7-10 units per acre (min. lot size = 4,356 square-feet). Two projects (Heritage and Heartland) were developed using this designation.	The Action Plan includes a strategy and specific actions to identify additional sites for affordable housing (Strategy 1b).
To study the feasibility of developing an ordinance which would create a "transfer of development rights" program in predetermined areas.	Not implemented	n.a.	n.a.	n.a.	n.a.	None.
The City will develop an affordable housing incentive program that can be used to assist and encourage private housing developers to develop affordable housing.	Affordable Housing Incentive Program	Community Development Department	City General Fund	The City will formulate incentives to assist and encourage the construction of affordable housing by private developers. The City will explore the potential of a linkage program, and affordable senior housing fund, condominium conversion policy, mixed-use policy, and inclusionary zoning and a land write-down program. The City has and will continue to mitigate government constraints, such as development fees and site improvement requirements, with subsidies for affordable housing projects. In addition, the City will continue to expedite the permit process for affordable housing projects.	The City has established a condo conversion policy, mixed use zoning, Town Center zoning, and senior housing fund.	Continue to provide incentives.(Strategy 1a)

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
The Planning Department will continue "fast-tracking" of permit processing in connection with the development of new housing for low- and moderate-income households, senior citizens, and special-needs households.	Permit Processing	Community Development Department	City General Fund	Fast Track review or priority processing as an incentive, and cost reduction procedure.	The City facilitates the provision of affordable housing by providing a rapid review process leading to project approvals in 60 to 90 days.	Continue to fast tract/priority process projects with affordability components.(Strategy 1a)
To investigate the feasibility of an affordable housing linkage program which would support affordable housing programs.	Not implemented	n.a.	n.a.	n.a.	n.a.	None
To encourage the development of condominiums, townhouses, small-lot development, and planned residential development for first time homebuyers.	Affordable Housing Incentive Program	Community Development Department	City General Fund	The City will formulate incentives to assist and encourage the construction of affordable housing by private developers. The City will explore the potential of a linkage program, and affordable senior housing fund, condominium conversion policy, mixed-use policy, and inclusionary zoning and a land write-down program. The City has and will continue to mitigate government constraints, such as development fees and site improvement requirements, with subsidies for affordable housing projects. In addition, the City will continue to expedite the permit process for affordable housing projects.	Over the extended planning period, 126 condos/townhomes were constructed.	Continue to encourage construction of homes targeted for first time homebuyers. Strategies 1a, 1b & 1c)
GOAL 7. To promote housing opportunities for all persons; regardless of race, age, religion, sex, marital status, ancestry, national origin, or color.						
The City will continue to contract with a local non-profit corporation to provide a fair-housing program (education, counseling, testing, and mediation) and landlord/tenant mediation with CDBG funds.	Housing Referrals, Directories, Mediation	Community Development Department/RDA	HUD/CDBG	Through the City's CDBG program, non-profit agencies provide a variety of social services. One non-profit provides tenants and landlords with information, mediation and fair housing education on housing discrimination.	The City maintained a contract with Inland Mediation Board, a local non-profit organization to provide a fair housing program and landlord/tenant mediation. CDBG funds served as the funding sources.	See Strategy 3a

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
GOAL 8. To utilize vacated or under-developed sites for housing and to allow for more affordable housing through changes in zoning policy.						
To reduce the minimum lot size for single-family ownership from 6,000 to 4,300 sq. ft. (RS-4.3 which allows 7-10 single-family DU's/ac) on 125 acres in the Southeast Quadrant, near the Town Center (Central Trading) area. Smaller lot size requirements will encourage more affordable home ownership opportunities as outlined in Section III under "Undeveloped Residential Site for Affordable Housing."	General Plan Program	Community Development Department	General Fund	Southeast Quadrant General Plan Amendment.	The RS-4.3 District was added in 1991 to allow development of single-family detached units at a density of 7-10 units per acre (min. lot size = 4,356 square-feet). Two projects (Heritage and Heartland) were developed using this designation.	The Action Plan includes a strategy and specific actions to identify additional sites for affordable housing (Strategy 1b).
To allow-mixed-use zoning in the Commercial/ Professional and Commercial Trading Area zones adjacent to, and inclusive of, the City's Town Center as outlined in Section III under "Undeveloped Residential Sites for Affordable Housing."	Zone Code Revisions	Community Development Department	City General Fund	Mixed use zoning allows 15 du/ac stand alone, 35 du/ac for mixed projects, and 45 du/ac for senior projects. Development standards accommodate adaptive re-use of structures or new construction adjacent to existing structures.	The City has amended the zoning code to permit residential uses within a mixed-use development in the Town Center Zone. A mixed-use overlay zone has been established which permits residential uses within a mixed-use project as well as stand alone multi-family or senior projects.	Promote application of mixed use projects.(Strategy 1c)
To implement a land write-down program, the City could purchase land with CRA or CDBG funds and offer the site to developers at a reduced price in exchange for a percentage of affordable units. The City could maintain long-term affordability controls.	Infill Housing	Community Development Department/ Community Redevelopment Agency	RDA Set Aside or CDBG Funds	The Community Redevelopment Agency or Housing authority could purchase vacant or underdeveloped lots then sell (at discount)or lease lots to developers.	The City has entered into agreements for two projects using this program.	Discontinue program.

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
To establish a redevelopment project area in the Town Center. This is the oldest part of the City, which includes the original commercial area. There is also a proposed commuter rail and transit center here. Using redevelopment tools, such as parcel assemblage, and assisting development, etc., affordable housing can be accomplished in this mixed-use setting.	Redevelopment Low-Moderate Income Housing Fund	Community Redevelopment Agency	RDA Set Aside	The Town Center Zone allows for residential development as a component of a mixed-use project.	The City established a redevelopment project area in the Town Center. A senior housing project providing 111 affordable units has been completed.	Continue to seek affordable housing opportunities in the Town Center Redevelopment Area (Strategy 1b).
City staff will work with applicants to increase the supply of affordable housing through development standards which promote consolidation of land holdings whenever possible. The City will create and maintain an inventory of vacant and underutilized sites suitable for affordable housing.	Zone Code/ GIS System	Community Development Department/RDA	City General Fund	The GIS mapping system identified vacant land, acreage of each vacant site, and zone designation. As well, under-utilized sites can be identified and targeted for development of higher density housing.	The City implemented a GIS mapping system in 1994. An inventory of vacant sites and under-utilized sites is maintained.	Continue to monitor vacant and under-utilized sites.(Strategy 1b)
GOAL 9. To reduce residential energy use within the City in an attempt to decrease housing costs and conserve the resource.						
To create an energy awareness program geared toward school lectures and community outreach. A comprehensive guide to available programs should be prepared.	Not implemented.	n.a.	n.a.	n.a.	n.a.	None
To continue the weatherization program for lower income homeowners and tenants through the County's Community Services Department.	Home Weatherization Program	San Bernardino County Community Services Department	County/Utility Companies	The County provides this free energy conservation program to qualified very-low income homeowners and renters. The County will install energy conservation devices designed to reduce gas and electricity consumption (250 units).	This program has been continued. 13 units were assisted in 1999.	Continue program.(Strategy 5a)

TABLE 46B
HOUSING ELEMENT EVALUATION
1990-2000

Goal / Objective	Program	Responsible Agency	Funding Source	Program Activities and Objectives	Progress	Future Policies and Actions
To create a Utility Assistance Program which will charge lower City utility rates for lower income residents.	Utility Assistance Program	Finance Department	Water Enterprise Fund	Discounts to qualifying lower-income residents ($5 off water bill and $3 off trash bill)	100 households were assisted.	Continue program.
To adopt solar guidelines for new housing developments.	Residential Solar Guidelines	Community Development Department	Development fees; General Fund	Implement the requirements of the Subdivision Map Act	No applications received.	Continue program.
To adopt an ordinance for new homes and home additions which will insure that homes have solar access to enable the operation of solar equipment and passive heating and lighting.	Not implemented	n.a.	n.a.	n.a.	n.a.	None
Create a water conservation rebate program which encourage low flow water devices.	Toilet Rebate Program	Public Works Department	MWD; Water Enterprise Fund	Toilet exchange program	This program was operated on 3 occasions with a total of 6,800 toilets replaced with low-volume models.	Dependent on funding availability

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Table 47 contains a list of completed projects by program during the 1989-99 period. Table 48 presents a comparison of the quantified objectives of the previous element and actual achievements since 1989. (Note: Due to the statewide delay in the current Housing Element update cycle, the analysis period is ten years as compared to the original five-year timeframe of the 1989 Housing element.)

TABLE 47
COMPLETED PROJECTS
1989-1999 [1]

Year	First-Time Homebuyer Program	Owner-Occupied Rehabilitation Program	Neighborhood Restoration Program	Rental Rehabilitation Program	Tenant-Based Rental Assistance [2]
1989-90	0	16	0	0	0
1990-91	0	29	0	46	0
1991-92	0	30	0	0	0
1992-93	0	31	11	30	0
1993-94	0	31	3	0	0
1994-95	6	30	0	0	23
1995-96	7	22	0	36	23
1996-97	1	3	0	0	23
1997-98	27	1	0	1	0
1998-99	21	11	0	80	0
Totals	**62**	**204**	**14**	**193**	**23**

[1] The Housing Element quantified objectives originally covered the planning period 1989-1994, but this table includes accomplishments during the period 1989-1999 due to delays in the statewide Housing Element update cycle.

[2] Assistance was provided to the same 23 families all years.

Source: City of Upland; The Planning Center

TABLE 48
PROGRESS IN ACHIEVING HOUSING ELEMENT QUANTIFIED OBJECTIVES
1990-2000 [1]

Program	Quantified Objective	Level of Achievement		
		1990-1997	1/98-4/00	1990-2000 [1]
NEW CONSTRUCTION				
Senior Housing (Total)	100	130	0	130 (130%)
Very Low	50	111	0	111 (222%)
Low	50	0	0	0
Moderate	0	19	0	19
Above Moderate	0	0	0	0
In-fill Units (Total)	40	18	0	18 [2] (45%)
Very Low	0	2	0	2
Low	10	0	0	0
Moderate	10	0	0	0
Above Moderate	20	16	0	16 (80%)
Private Sector (Total)	3,501	616	383	999 (29%)
Very Low	454	n.a.	n.a.	n.a.
Low	613	n.a.	n.a.	n.a.
Moderate	656	n.a.	n.a.	n.a.
Above Moderate	1,778	n.a.	n.a.	n.a.
REHABILITATION				
Owner-Occupied (Total)	135	111	93	204 (151%)
Very Low	75	41	0	41 (55%)
Low	50	70	93	163 (326%)
Moderate	10	0	0	0
Above Moderate	0	0	0	0
Rental Rehabilitation (Total)	75	112	80	192 (257%)
Very Low	50	58	0	58 (116%)
Low	25	54	80	134 (540%)
Moderate	0	0	0	0
Above Moderate	0	0	0	0
Senior Home Repair (Total)	120	26	0	26 (22%)
Very Low	120	20	0	20 17%)
Low	0	6	0	6
Moderate	0	0	0	0
Above Moderate	0	0	0	0
Neighborhood Restoration (Total)	75	14	0	14 (19%)
Very Low	25	4	0	4 (16%)
Low	25	10	0	10 (40%)
Moderate	25	0	0	0
Above Moderate	0	0	0	0
Acquisition & Rehabilitation (Total)	175	1,747	0	1,747 (998%)
Very Low	40	96	0	96 (240%)
Low	30	377	0	377 (1257%)
Moderate	105	1,274	0	1,274 (1213%)
Above Moderate	0	0	0	0

TABLE 48
PROGRESS IN ACHIEVING
HOUSING ELEMENT QUANTIFIED OBJECTIVES
1990-2000 [1]

		Level of Achievement		
Program	**Quantified Objective**	**1990-1997**	**1/98-4/00**	**1990-2000 [1]**
Homeless Shelter (Total)	8	40	40	40 (500%)
Very Low	8	40	40	40 (500%)
Low	0	0	0	0
Moderate	0	0	0	0
Above Moderate	0	0	0	0
Private Sector (Total)	500	n.a.	n.a.	n.a.
Very Low	0	n.a.	n.a.	n.a.
Low	0	n.a.	n.a.	n.a.
Moderate	100	n.a.	n.a.	n.a.
Above Moderate	400	n.a.	n.a.	n.a.
CONVERSION				
Section 8 – Vouchers (Total)	150	499	499	499 (333%)
Very Low	150	499	499	499 (333%)
Low	0	0	0	0
Moderate	0	0	0	0
Above Moderate	0	0	0	0
Weatherization (Total)	250	0	0	0
Very Low	150	0	0	0
Low	100	0	0	0
Moderate	0	0	0	0
Above Moderate	0	0	0	0
Condo Conversion (Total)	50	0	0	0
Very Low	0	0	0	0
Low	25	0	0	0
Moderate	25	0	0	0
Above Moderate	0	0	0	0
First-Time Homebuyer (Total)	10	67	0	67 (670%)
Very Low	0	6	0	6
Low	5	56	0	56 (1120%)
Moderate	5	5	0	5 (100%)
Above Moderate	0	0	0	0

Notes: The Housing Element quantified objectives originally covered the planning period 1989-1994, but this table includes accomplishments during the period 1989-1999 due to delays in the statewide Housing Element update cycle.

[1] Through April 2000

[2] RDA units only.

Source: City of Upland; The Planning Center

This analysis shows that total housing production during the evaluation period was substantially below the objective (1,147 units vs. the objective of 3,641 units, or 32%). It is significant that the City's housing production in the very-low category was comparable to total housing production (113 units vs. the objective of 504 units, or 22%). It is important to keep in mind that the early 1990s was a period of severe recession in Southern California, and housing production was significantly less than the previous decade.

In the area of rehabilitation, the City exceeded its total objective by a substantial margin (2,223 units vs. the objective of 1,088 units, or 204%). Rehabilitation of Very-Low-Income units was 70% of the objective while the number of Low-Income units rehabilitated was nearly four times greater than the objective (Table 49).

TABLE 49
SUMMARY OF QUANTIFIED OBJECTIVES VS. ACCOMPLISHMENTS
1990-2000

		Accomplishments		
Category	*Quantified Objective*	*1990-1997*	*1/98-4/00*	*1990-2000*
NEW CONSTRUCTION				
Very Low	504	113	0	113 (22%)
Low	673	651	383	1,034
Moderate	666			
Above Moderate	1,798			
Total	**3,641**	**764**	**383**	**1,147 (32%)**
REHABILITATION				
Very Low	318	224	0	224 (70%)
Low	130	331	173	504 (388%)
Moderate	240	1,495	0	1,495 (623%)
Above Moderate	400	0	0	0
Total	**1,088**	**2,050**	**173**	**2,223 (204%)**

Sources: California Department of Finance; U.S. Census Bureau; City of Upland

VI. FIVE-YEAR ACTION PLAN

This section of the Housing Element presents the City's Five-Year Housing Action Plan for the period 2000 – 2005. The goals, strategies and actions described below are organized according to major issue areas and reflect the findings of the City's needs assessment and evaluation of the accomplishments since the last Housing Element was adopted in 1989.

A. GOALS, STRATEGIES, AND ACTIONS

Issue 1: How will the City accommodate its fair share of the region's new housing need through 2005?

a. Discussion:

Through the Regional Housing Needs Assessment process, each jurisdiction is allocated a portion of the region's identified housing need through the year 2005. Upland's fair share of this need according to income category is shown in Table 50.

TABLE 50
SUMMARY OF HOUSING NEEDS BY INCOME CATEGORY
1998-2005 [1]

Income Category	Total Need 1998-2005	Units Built 1/98-4/00	Remaining Need 2000-2005	Vacant Land Inventory[2]	Surplus (Deficit)
Very Low	435	0	435	0	(435)
Low	326	0	326	24	(302)
Moderate	419	65	354	305	(49)
Above Moderate	1,170	318	852	1,253	401
Total	**2,350**	**383**	**1,967**	**1,582**	**(385)**

[1] The RHNA analysis period is January 1, 1998 through June 30, 2005.

[2] Based on preliminary vacant land analysis (Table 39).

Sources: SCAG Draft RHNA, 1999; City of Upland; The Planning Center

State law requires that cities adopt plans and policies to address their fair share of housing need. The City proposes to address its need through a variety of policies and programs that minimize constraints to the development of new housing and proactively assist in the development of housing for persons with low and moderate incomes. As discussed in Section IV.B.1, one of the City's most important, but limited, resources for housing production is its vacant land. Based on current land use designations, the City has a development capacity of about 1,600 additional units, or about 385 units less than its remaining fair share housing need. The estimated deficit is most significant in the very-low- and low-income categories.

As a result of this shortfall, the City's Five-Year Action Plan includes the evaluation of vacant or underutilized parcels that may be suitable for affordable housing development, including parcels not currently zoned for residential use. The results of this evaluation are presented in Appendix A. The evaluation identifies sufficient sites that have the potential to accommodate the City's housing need in each of the four income categories and identifies actions that would need to be taken prior to residential development of each site. Although general economic conditions will have a major effect on the amount of construction that will occur over the next 5 years, the policies and actions described in this Action Plan will enable the City to accommodate its fair share of the region's housing need.

b. Goals:

Goal 1. ***To assist in the development of adequate housing to meet the City's fair share of the region's housing needs for all economic segments of the population, including low- and moderate-income households.***

c. Strategies and Actions:

Strategy 1a. Provide incentives to private developers who agree to make new affordable units available to low- and moderate-income households.

Action: *Encourage property owners and developers to build affordable units by offering incentives such as density bonus, expedited permit processing, tax-exempt conduit financing, infrastructure financing assistance and direct financial assistance in exchange for a commitment to provide units at affordable prices or rents.*

Strategy 1b. Identify specific undeveloped areas and under-utilized properties that are suitable for higher-density apartment and condominium development. (See Appendix A)

Action: *Identify candidate sites for the development of affordable senior housing projects with the objective of providing 500 new senior affordable units by 2005.*

Action: *Identify vacant and underutilized candidate sites in the Town Center area and/or along Foothill Boulevard or any other redevelopment project area where high-quality multi-family and condominium or mixed-use development would be a catalyst for the area's revitalization and would stimulate additional private investment with the objective of providing ~~60~~375 new affordable units by 2005.*

Action: *Provide assistance to first-time homebuyers in targeted areas.*

Strategy 1c. Continue the use of creative planning concepts such as specific plans and mixed-use development as a means of enhancing housing diversity and choice.

Action: *Specific plans allow large areas to be planned in a manner that encourages the efficient use of infrastructure and other resources and maximizes the compatibility between different land uses. Planning for the major undeveloped area of the city (The Colonies) is being done through the specific plan process. Any new large-scale development will be encouraged to utilize the specific plan concept.*

Strategy 1d. Encourage the development of second units in appropriate residential areas and with appropriate development standards in order to provide additional affordable housing opportunities without creating unacceptable impacts to existing neighborhoods.

Action: *Review the second unit ordinance and revise, if necessary, to encourage second units in suitable areas with appropriate development standards and allow* *construction of second units for qualifying senior citizens without a Conditional Use Permit. (Objective – 40 units)*

Strategy 1e. Evaluate the City's policies, codes, development review procedures and fees as part of the Housing Element update cycle to ensure that they do not represent unjustified constraints to the development, maintenance and improvement of housing.

Action: *The City conducted a review of its policies, codes, development procedures and fees as part of the Housing Element update effort (see Housing Element Section IV). This review concluded that the City's procedures and fees are reasonable and do not present an unnecessary constraint to the production of housing.*

Issue 2: How can the City facilitate the rehabilitation and preservation of existing residential neighborhoods, especially affordable units??

a. Discussion:

New construction represents a relatively small percentage of the City's total housing inventory. The preservation and rehabilitation of the existing housing stock, especially affordable apartments, is essential in order for the City to meet its housing needs. Of particular concern are assisted rental projects that are eligible to convert to market rate due to the expiration of agreements between the owners and government agencies.

The City participates in a variety of programs that provide assistance and incentives to property owners for carrying out needed repairs. Projects eligible to convert to market rate have also been evaluated for opportunities to extend existing commitments to maintain rents at affordable levels.

It is also recognized that mature cities such as Upland require ongoing investment for the general maintenance and periodic replacement of infrastructure such as streets, sidewalks, water and wastewater systems, storm drains, street lights, landscaping and other public facilities in order to maintain the quality of residential neighborhoods. Without this public investment, residents and landlords may be discouraged from making needed repairs to their properties and gradual deterioration may occur. In addition to the City's General Fund, the federal CDBG program provides financing for infrastructure maintenance and replacement.

b. Goals:

Goal 2. To conserve and improve the condition of the existing housing stock, especially affordable housing.

c. Strategies and Actions:

Strategy 2a. Continue to use all available federal, state and local funds to assist housing rehabilitation.

Action: *Continue to use redevelopment agency housing set-aside funds and federal HOME funds to finance housing rehabilitation.*

Strategy 2b. Preserve the affordability of federal, state and city subsidized units threatened with conversion to market rates.

Action: *As part of this Housing Element Update effort, the City has prepared an inventory of units eligible to convert to market rate during the next 10 years. (see Housing Element Section IV.C.2) The City will contact these project owners on an annual basis and take appropriate action to preserve these affordable units if necessary.*

Action: *Assist eligible non-profit buyers in acquiring market rate apartments using mortgage revenue bonds with a portion of the units made available to lower-income households at affordable rents.*

Strategy 2c. Enhance the quality of existing residential neighborhoods by including adequate maintenance of public facilities in the City's capital improvement program and requiring residents and landlords to maintain their properties in good condition.

Action: *Continue the City's code enforcement and graffiti removal programs.*

Action: *Continue to provide ongoing infrastructure maintenance in existing residential neighborhoods through the capital improvement program.*

Action: *Continue to participate in the CDBG program.*

Action: *Identify existing apartment complexes in need of repair and provide financial assistance or other incentives to encourage the owner to make a substantial investment in rehabilitation and ongoing maintenance and guarantee long-term affordability. Where appropriate, the development of additional units may be permitted as one incentive.*

Strategy 2d. Preserve the affordability of apartment units that are converted to condominiums.

Action: *Develop a Condominium Conversion Ordinance requiring that a portion of units be made available to low- and moderate-income buyers in exchange for the City's financial assistance.*

Issue 3: How can the City ensure equal housing opportunities and prevent housing discrimination?

a. Discussion:

Equal housing opportunity is a fundamental right of all Americans. Federal and state fair housing laws make discrimination illegal, but enforcement action is sometimes necessary to ensure that existing laws are upheld.

Existing federal law also requires new buildings to make reasonable accommodation for persons with disabilities.

b. *Goals:*

Goal 3. To promote housing opportunities for all persons regardless of race, age, religion, sex, marital status, ancestry, national origin, or color.

c. *Strategies and Actions:*

Strategy 3a. Continue to support fair housing laws and organizations that provide fair housing information and enforcement.

Action: Provide financial assistance from CDBG funds to fair housing organizations.

Strategy 3b. Encourage the removal of architectural barriers in existing residential units.

Action: Continue to enforce the building code provisions requiring accessible design.

Strategy 3c. Ensure the availability of financing for affordable housing projects.

Action: Obtain annual Community Reinvestment Act reports from local lenders and negotiate favorable terms for low- and moderate-income homebuyers and multi-family projects.

Issue 4: How can the City help persons in need of housing assistance?

a. *Discussion:*

While most direct housing assistance is funded by federal or state programs, the City can help its residents by providing information on available programs, by assisting with program administration, or by providing additional financial assistance. One of the best known such programs is the Section 8 Rental Assistance Program, which provides rent subsidies to low-income households. This program is administered locally by the Upland Housing Authority.

For persons in need of temporary shelter, there are two existing facilities located within the city – Foothill Family Shelter and Pacific Lifeline. The City can support these activities by providing administrative assistance or direct financial aid. According to the 1997 Homeless Census Preliminary Draft Report for the County of San Bernardino, an estimated 56,000 individuals in San Bernardino County will experience homelessness in a 3-year time span. The typical homeless person is between 30 and 50 years of age and is either a single male or a single female with an average of 3 minor dependent children. The typical homeless person is a high school graduate, who has lived in California for several years, and has been homeless for less than one year.

b. *Goals:*

Goal 4.1 Assist low-income persons in obtaining financial aid.

Goal 4.2. Assist persons in need of temporary housing in obtaining short-term accommodations.

c. Strategies and Actions:

Strategy 4a. Continue to participate in the Section 8 Rental Assistance Program.

Action: *Continue to support the Upland Housing Authority and its participation in the Section 8 Rental Assistance Program.*

Strategy 4b. Ensure rent stability in the city's mobile home parks.

Action: *Continue to enforce the mobile home rent control ordinance.*

Strategy 4c. Provide financial assistance to low- and moderate-income households in purchasing homes.

Action: *Continue to participate in the Lease-to-Own Program.*

Action: *Provide assistance to first-time homebuyers.*

Strategy 4d. Ensure that all affordable housing assisted with public funds remains affordable for the required time period.

Action: *Monitor all bond-financed projects annually to verify compliance with affordability covenants.*

Strategy 4e. Support the existing transitional housing shelters in the city by providing financial assistance.

Action: *Continue to provide a minimum of $5,000 per year in financial assistance to the city's transitional housing shelters.*

Issue 5: How can the City encourage energy conservation in residential development?

a. Discussion:

State law requires that cities analyze opportunities for energy conservation in residential development as part of their Housing Element review process.

b. Goals:

Goal 5: Reduce residential energy use within the City.

c. Strategies and Actions:

Strategy 5a. Encourage the use of energy conservation features in residential construction and remodeling.

Action: *Continue to participate in the Home Weatherization Program.*

Action: *Maintain and distribute literature on energy conservation, including solar, additional insulation, and subsidies available from utility companies, and encourage* *homeowners and landlords to incorporate these features into construction and remodeling projects.*

B. IMPLEMENTATION PROGRAMS

1. Federal Resources

a. HOME Funds

The Home Investment Partnership (HOME) Program is a federal program, created as a result of the National Housing Affordability Act of 1990. Under HOME, HUD awards funds to localities on the basis of a formula which takes into account tightness of the local housing market, inadequate housing, poverty and housing production costs. Localities must qualify for at least $500,000, based on HUD's distribution formula, to receive direct allocation of funds, or can apply to the state or combine with adjacent jurisdictions.

HOME funding is provided to jurisdictions to assist either rental housing or home ownership through acquisition, construction, reconstruction, and/or rehabilitation of affordable housing. Also possible is tenant based rental assistance, property acquisition, site improvements, and other expenses related to the provision of affordable housing and for projects that serve a group identified as having a special need related to housing. The local jurisdiction must make matching contributions to affordable housing under HOME, of which Redevelopment Agency Housing Set-Aside funds would be the primary resource. The City utilizes HOME program funds for owner-occupied substantial and other rehabilitation activities as well as rental rehabilitation activities. The City received $748,600 in 1998 and $499,800 in 1999 under this program.

b. Community Development Block Grant Program (CDBG)

Through the federal CDBG program, HUD provides funds to local governments for funding a range of community development activities. CDBG grants are awarded to the City on a formula basis for housing activities, including acquisition, rehabilitation, homebuyer assistance, economic development, homeless services and public services. CDBG funds are subject to certain restrictions and cannot be used for new housing construction. CDBG grants benefit primarily persons/households with incomes not exceeding 80% of the County Median Family Income.

c. Section 108 Program

Section 108 is the loan guarantee provision of the CDBG program. This provision provides communities with a source of financing for a variety of housing and economic development activities. All rules and requirements of the CDBG program apply, and therefore all projects and activities must principally benefit low- and moderate-income persons, aid in the elimination or prevention of blight, or meet urgent needs of the community.

Monies received under the Section 108 loan guarantee program are limited to not more than 5 times the applicant's most recently approved CDBG amount, less prior Section 108 commitments. Activities eligible for these funds include: economic development activities eligible under CDBG; acquisition of real property; rehabilitation of publicly-owned property; housing rehabilitation eligible under CDBG; construction, reconstruction or installation of public facilities; related relocation, clearance or installation of public facilities; payment of interest on the guaranteed loan and issuance costs of public offerings; debt service reserves; and public works and site improvements.

Section 108 loans are secured and repaid by pledges of future and current CDBG funds. Additional security requirements may also be imposed on a case by case basis.

d. *Mortgage Credit Certificate Program*

Under the Mortgage Credit Certificate (MCC) Program, first-time homebuyers receive a tax credit of up to 15% of the mortgage interest paid for the year based on a percentage of the interest paid on their mortgage. This credit typically amounts to $80 to $125 month. This tax credit allows the buyer to qualify more easily for home loans as it increases the effective income of the buyer. Under federal legislation, 20% of the allocation must be set-aside for first time homebuyers with incomes between 75% and 80% of the County median income. This program may be used alone or in conjunction with a Down Payment Assistance Loan. The mortgage tax credit allows participants to meet monthly housing costs for households unable to meet monthly market-level payments. Additionally, lenders may write down the cost of the mortgage based on the value of the credit.

MCC funds are generated under the Mortgage Revenue Bond (MRB) allocation. Under the Tax Reform Act of 1984, state and local governments were permitted to exchange some or all of their authority to issue Mortgage Revenue Bonds (MRBs), for the authority to issue MCCs. For every dollar of MRB allocation, the City can exchange 25% of their MRB's for MCC's.

e. *Section 8 Rental Assistance Payments/Housing Certificates*

The Section 8 program provides rental assistance to low- and moderate-income families, elderly, and disabled persons who spend more than 30% of their monthly income on rent. The subsidy represents the difference between the excess of 30% of the recipients' adjusted gross income and the federally approved fair market rents (FMR). In general, the FMR for an area is the amount that would be needed to rent privately owned, decent, safe and sanitary rental housing. Section 8 assistance is available in the following forms:

- Section 8 Existing Housing Certificate Program - Under the certificate program, the landowner enters into a contract with the Upland Housing Authority (or the San Bernardino County Housing Authority) which establishes limits for the rent which will be subsidized for the very-low-income unit to the Fair Market Rent. Eligible tenants must pay the highest of either 30% of adjusted income, 10% of gross income, or the portion of welfare assistance designated for housing. Housing subsidized through this program must meet standards of safety and sanitation established by HUD.

- Section 8 Existing Housing Voucher Program - This program is similar to the Certificate Program, however, rents are not restricted. The tenant instead must pay the difference between the Fair Market Rent standard and the actual rent.

f. *Section 202/811 Housing for Elderly or Handicapped Housing*

Under this federally-administered program, direct loans are made to eligible, private nonprofit organizations and consumer operative sponsors to finance development of rental or cooperative housing facilities for occupancy by elderly or handicapped persons. The interest rates on such loans are determined annually. Section 8 funds are made available for all of the Section 202 units for the elderly. Rental assistance for 100% of the units for handicapped persons has also recently been made available. Section 811 can be used to develop group homes, independent living facilities, and intermediate care facilities.

Private, nonprofit sponsors may qualify for Section 202 no-interest capital financing loans. Households of one or more persons, the head of which is at least 62 years old or is a qualified non-elderly handicapped person between the ages of 18 and 62, are eligible to live in these units.

g. Housing Opportunities for Persons with AIDS (HOPWA)

The federally-administered HOPWA program provides entitlement and competitive grants for housing assistance and supportive services for persons with AIDS. Funds can be used for:

- Acquisition, rehabilitation, lease and repair of facilities;
- New construction;
- Project-based or tenant-based rental assistance;
- Planning and support services;
- Operating costs;
- Short-term rent, mortgage, and utility payments;
- Administrative expenses.

h. Supportive Housing

The Supportive Housing Programs provide grants to public and private non-profit entities to promote the development of supportive housing and services. These grants are disbursed by HUD, with recipients selected on the basis of a competitive application screening process. Funds may be used for: acquisition of property; rehabilitation; new construction (under certain limitations); leasing of structures; operating and supportive services costs.

Grants for operating costs may be for up to 75% for the first two years and 50% for the subsequent three years. Grants for other types of activities require matching funds from the recipient.

i. Federal Emergency Shelter Grants (FESG)

This federal program provides grants to improve the quality of existing shelters and/or increase the number of new shelters for the homeless. Grants are awarded to local non-profits through the State. Eligible activities include acquisition, new construction or rehabilitation of homeless facilities, and provision of support services.

j. Shelter Care Plus

This federally-administered competitive program provides grants for rental assistance for permanent housing and case management for homeless individuals with disabilities and their families.

k. Home Ownership for People Everywhere (HOPE)

The federally administered HOPE programs provide homeownership assistance awarded on a competitive basis.

- ***Hope I (Public Housing Homeownership) Program:*** The HOPE I program provides grants to assist residents of public housing to become homeowners. These grants can be of two forms: planning grants and implementation grants. Planning grants may be up to $200,000 and do not require matching funds. Implementation grants support the actual cost of developing, acquiring, and/or rehabilitating the housing. While there is no maximum amount for the implementation grants, they require local matching funds from non-federal sources.

- ***HOPE II (Homeownership of Multi-family Units) Program:*** The HOPE II program provides grants to assist low-income persons become homeowners through use of multi-family rental properties. Like HOPE I grants, these funds may be earmarked for either planning or implementation. Planning grants may not exceed $200,000 and do not require matching funds. Implementation grants may not exceed 120 times the FMR and require non-federal matching of at least 33%.

- ***HOPE III (Homeownership for Single-Family Homes):*** The HOPE III program provides grants to assist low-income persons to achieve homeownership. Both planning grants and implementation grants are available. Both grants are competitive, with applicants for planning grants up to $100,000 competing in a national pool, and applicants for implementation grants up to $3,000,000 competing in a regional pool.

2. State Resources and Programs

a. California Housing Finance Agency (CHFA)

CHFA provides below-market interest rate mortgage capital through the sale of tax-exempt notes and bonds.

- ***Home Mortgage Purchase Program:*** CHFA sells tax-exempt Mortgage Revenue Bonds to provide below-market financing through approved private lenders to first-time homebuyers for the purchase of new or existing homes. The program operates through participating lenders who originate loans for CHFA purchase.

- ***Self-Help Housing Program:*** CHFA assists nonprofit housing development corporations which acquire land, provide building plans, and package loans for self-help housing. Families, under the supervision of nonprofit corporations, provide the majority of the construction labor. CHFA makes commitments to self-help corporations for low-interest mortgages and provides credit enhancements to lenders who provide construction financing and preferential interest rates.

- ***Multi-family Rental Housing Mortgage Loan Program:*** This program finances the construction or substantial rehabilitation of projects containing 20 or more units. 20% of the units in a project must be set aside for low-income tenants at affordable rents for the greater of 15 years or as long as the mortgage is outstanding.

b. Low-Income Housing Tax Credit (LIHTC) Program

This State program provides for federal tax credits for private developers and investors who agree to set aside all or a portion of their units for low-income households and the elderly for no less than 15 years. A minimum of 20% of the units must be made available to families whose income is less than 50% of the County median income or 40% of the units must be made available to families whose income is up to 80% of the median.

Developers and investors must apply for an allocation of housing units from the State Allocation Committee, administered by the Tax Credit Allocation Committee. While the program is beneficial in adding low-income housing units to the local housing stock, the statewide allocations are limited under this program and the application process is expensive for the developer. In addition, single resident and elderly rental projects are not competitive based on the State's selection criteria.

3. Local Resources and Programs

a. Emergency Repairs Program

The Emergency Repairs Program was originated in 1999 and provides grants of up to $2,000 from RDA Set-Aside funds for minor home repair for very-low-income persons, including seniors and disabled homeowners.

b. Housing Improvement Program (HIP)

The purpose of the HIP program is provided decent, safe and sanitary housing to Upland's low-income homeowners. HIP provides deferred or amortized loans up to $25,000 to homeowners to make necessary repairs to their homes. Assistance is typically provided in the form of a no-interest, deferred loan. The loan is due and payable when the property is sold, or ownership is transferred. The City holds a lien against the house until the loan is repaid. Since January 1995, a total of 44 households have received this assistance. Updated expenditures for the program are: $505,071 in 1995, $204,140 in 1996, $17,000 in 1997, $238,000 in 1998 and $190,000 in 1999.

c. First-Time Homebuyer Program

This program is available to families and individuals who want to purchase a home in the City, but are unable to qualify and/or come up with the necessary down payment without financial assistance. The City provides down payment assistance, up to 20% of the purchase price (which cannot exceed $150,000), in the form of a 5% simple interest loan. The loan is deferred until sale of the home or transfer of title. The City holds a second deed of trust on the property until the loan is repaid upon sale or ownership transfer. Households eligible for the program can earn up to 80% of the County median income. In 1998 $475,000 was allocated to this program and $286,000 was allocated in 1999.

d. Senior Housing

The Redevelopment Agency assisted in the development of the Coy D. Estes Senior Housing Program in the Town Center Project Area. This project provided a total of 130 units. The majority of the units (111) are affordable to very-low-income seniors, and 19 units are at market rate. The Agency contributed $4 million in low- and moderate-income funds, including $1.2 million for site acquisition and relocation; $2.8 million for construction and permanent financing. The Agency formed Upland Community Housing, Inc. (UCHI), a non-profit agency, and the Upland Senior Housing Limited Partnership to facilitate financing of the project. The project was completed in June 1997.

e. Foothill Family Shelter

The Redevelopment Agency provides on-going assistance to this shelter (formerly St. Mark's Shelter) in the form of annual mortgage assistance in the amount of $5,000. The Agency entered into a 10-year agreement with the shelter provider for the purpose of debt reduction. The shelter is an 8-apartment, transitional shelter facility that serves homeless families with children. The shelter is located in Upland and also receives assistance from two surrounding communities.

f. Rental Rehabilitation Program

The Rental Rehabilitation program is designed to increase the supply of decent, affordable housing for lower-income tenants, and to encourage rental owners to maintain Upland's housing stock and neighborhoods. The majority of the tenants must be lower-income families to qualify for funding. Rents in the rehabilitated buildings must be below HUD's fair market rents for the area. Funding to the property owners is in the form of a low-interest loan, not to exceed 5%. The loan may be amortized for up to 30 years and is due and payable not later than the tenth year. Participating landlords must comply with substantial tenant screening and property maintenance requirements. Since 1995, 192 units have been assisted by this program.

g. Lease-to-Own Home Ownership Program

In Fiscal Year 1996-97, the City of Upland formed a Joint Powers Authority (JPA) with nine other cities to implement an innovative Lease-to-Own First-Time Homebuyer program. This program grants down payment assistance and closing costs to participants. The JPA offers a lease-to-own purchase arrangement to eligible purchasers (up to 140% of the median income). Purchasers pay a one-time program fee and agree to pay rent for 38 months in exchange for the grant and the JPA pays both principal and interest on the mortgage for the 38-month lease period. At the end of this period, the participant assumes a partially amortized mortgage with 27 years remaining. It is anticipated that this program may be used as a supplement to the First-Time Homebuyer Program.

h. Mortgage Revenue Bonds and Variance/Density Bonuses

Redevelopment agencies and cities are authorized to issue mortgage revenue bonds (MRBs) under State law. MRBs take advantage of the local government's ability to obtain low-interest, tax-exempt financing. Proceeds of the bonds are used to make loans which are secured by mortgages. In exchange for favorable financing terms, units assisted with MRBs are required to set-aside 20% of their units as affordable to very-low- and low-income households. There are six bond projects in the City. In addition, the City, as a condition for granting variances on two multi-family projects, required developers to set aside 20% of their units as affordable to very-low- and low-income households. Table 52 summarizes information on the bond-assisted and variance projects.

i. Upland Community Redevelopment Agency

The Upland Community Redevelopment Agency (Agency) was established for the primary purpose of effecting the elimination of blight and stimulating the City's economic base through development of new public improvements, commercial and industrial projects, and affordable housing. Of the Agency's seven redevelopment project areas, five project areas have been merged into the Amended Merged Project (the remaining two project areas are currently in litigation). The 894-acre Merged Project Area extends in irregular patterns throughout the City and contains a mixture of commercial, industrial, and residential properties primarily lining the Foothill Boulevard and Mountain Avenue corridors. The project area boundaries are shown in Exhibit 2.

As required by the California Community Redevelopment Law §33334.2, the Agency must use at least 20 percent of tax increment revenue to increase, improve, and preserve the supply of very low-, lower-, and low- and moderate-income housing in the community. According to the City of Upland Five-Year Implementation Plan for 1999-2004 (December 1999), a total of $5,965,000 will be available in the Low- and Moderate-Income Housing Fund during this 5-year period. Table 51 illustrates the annual allocation of these funds.

Exhibit 2 ◆ Existing Redevelopment Project Areas

TABLE 51
UPLAND COMMUNITY REDEVELOPMENT AGENCY
ESTIMATED LOW/MODERATE INCOME HOUSING FUND EXPENDITURES 1999 – 2004

Fund Activity	*1999-00*	*2000-01*	*2001-02*	*2002-03*	*2003-04*	*5 Yr. Total*
Rehabilitation	$425,000	$200,000	$210,000	$210,000	$210,000	*$1,255,000*
Infrastructure	$250,000	$100,000	$110,000	$110,000	$110,000	*$680,000*
Substantial Rehabilitation	$50,000	$100,000	$110,000	$110,000	$110,000	*$480,000*
New Construction	$0	$0	$0	$0	$0	*$ 0*
Administration	$240,000	$200,000	$210,000	$220,000	$230,000	*$1,100,000*
Debt Service Payments	$242,000	$552,000	$552,000	$552,000	$552,000	*$2,450,000*
TOTAL	**$1,207,000**	**$1,152,000**	**$1,192,000**	**$1,202,000**	**$1,212,000**	**$5,965,000**

Source: Upland Community Redevelopment Agency Five-Year Implementation Plan 1999-2004, December 13, 1999.

Table 51 shows that the majority of available funds will be allocated to rehabilitation and infrastructure. The Redevelopment Agency may also serve as a funding source for the following housing programs: Affordable Housing Incentive, Senior Housing, Infill Housing, First-Time Homebuyer, Single-Family Rehabilitation, Apartment Acquisition, Emergency Repair, and Homeless Transitional Shelter/Emergency Shelter Voucher. For more information regarding these programs please refer to Table 53 – *Housing Action Plan Summary*.

TABLE 52
INVENTORY OF BOND, HOME AND VARIANCE SET-ASIDE UNITS

Project	Location	Total Units	Program	Affordable Set-Aside Units		Expiration
				Very Low	Low	
Sunset Ridge	Project Area No. 7	108	Bond	16 [1]	0 [1]	2029 [3]
Village Apartments	Project Area No. 7	72	Bond, RDA	20 [2]	0 [2]	2029 [3]
Arrow Point	Arrow Benson Component Area	136	Variance & Density Bonus	12	16	Nov. 2014
Highland Hills	Outside Project Areas	64	Variance	6	7	March 2015
Mountain Springs	Outside Project Areas	340	Bond	3	65	Nov. 15, 2028
Northwood Apts. Phase I	Arrow Benson Component Area	156	Bond	--	30	March 1, 2024
Northwood Apts. Phase II	Arrow Benson Component Area	168	Bond	--	34	March 1, 2024
Upland Village Green	Outside Project Areas	186	Bond	24	23	2006
Alpine Woods	Outside Project Areas	137	Bond (CSCDA)	--	137 [4]	2029 [3]
Arbor Park	Outside Project Areas	260	Bond (CSCDA)	--	104	2028 [3]
Coy Estes	Town Center Project Area	130	Bond (CHFA)	111	--	2026 [3]
Country Club	Outside Project Areas	80	HOME	15	58	2004
342-346 Stillman	Outside Project Areas	8	HOME	2	6	2005
388-394 Stillman	Outside Project Areas	8	HOME	2	6	2005
Total						

[1] Formerly the American Apartments.

[2] Formerly the Armstrong Apartments

[3] Estimated 30 years from date of bond issue.

[4] Lower income units qualified at 60% of median income.

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TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source[1]	Responsible Agency	Time Frame
GOAL 1. To assist in the development of adequate housing to meet the City's fair share of the region's housing needs for all economic segments of the population, including low- and moderate-income households.						
Strategy 1a. Provide incentives to private developers who agree to make new affordable units available to low- and moderate-income households.	Encourage property owners and developers to build affordable units by offering incentives such as density bonus, expedited permit processing, tax-exempt conduit financing, and direct financial assistance in exchange for a commitment to provide units at affordable prices or rents.	Affordable Housing Incentive Program (pursuant to CCRL Sec 33334.2[e])	315 new units (145 Very-Low) (166 Low) (4 Moderate)	Private sector, HOME, RDA Set-Aside, CDBG, General Fund	Upland Redevelopment Agency, Community Development Department	2000-2005
Strategy 1b. Identify specific undeveloped areas and under-utilized properties that are suitable for higher-density apartment and condominium development.	Identify a candidate site for the development of an affordable senior housing project with the objective of providing 250 new senior affordable units by 2005.	Senior Housing	500 new units (250 Very-Low) (130 Low) (120 Mod)	Private sector, mortgage revenue bonds and redevelopment agency set-aside	Upland Redevelopment Agency, Community Development Department	2000-2005
	Identify vacant and underutilized candidate sites in the Town Center area and/or along Foothill Boulevard or any other redevelopment project area where high-quality multi-family and condominium development would be a catalyst for the area's revitalization and would	Infill Housing Program	60 units (20 Very-Low) (20 Los) (20 Mod)	Private sector, RDA Set-Aside, HOME, CDBG	Upland Redevelopment Agency, Community Development Department	2000-2005

TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source [1]	Responsible Agency	Time Frame
	stimulate additional private investment with the objective of providing 60new affordable units by 2005.					
Strategy 1c. Continue the use of creative planning concepts such as specific plans and mixed-use development as a means of enhancing housing diversity and choice.	Specific plans allow large areas to be planned in a manner that encourages the efficient use of infrastructure and other resources and maximizes the compatibility between different land uses. Planning for the major undeveloped area of the city (The Colonies) is being done through the specific plan process. Any new large-scale development will be encouraged to utilize the specific plan concept.	General Plan implementation	Continue to use appropriate planning concepts to facilitate housing development.	General Fund	Community Development Department	Ongoing
Strategy 1d. Encourage the development of second units in appropriate residential areas and with appropriate development standards in order to provide additional affordable housing opportunities without creating unacceptable impacts to existing neighborhoods.	Review the second unit ordinance and revise, if necessary, to encourage second units in suitable areas with appropriate development standards and allow construction of second units for qualifying senior citizens without a Conditional Use Permit.	Second units (Grannie flats)	40 units (20 Very-Low) (10 Low) (10 Moderate)	General fund	Community Development Department	2001 (ordinance revision) 2000-2005 (unit production)

TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source [1]	Responsible Agency	Time Frame
Strategy 1e. Evaluate the City's policies, codes, development review procedures and fees as part of the Housing Element update cycle to ensure that they do not represent unjustified constraints to the development, maintenance and improvement of housing.	The City conducted a review of its policies, codes, development procedures and fees as part of the Housing Element update effort (see Housing Element Section IV). This review concluded that the City's procedures and fees are reasonable and do not present an unnecessary constraint to the production of housing.	General Plan implementation	Ensure that the City's fees, policies, codes and procedures are reasonable.	General Fund	Community Development Department	Ongoing
Goal 2. To conserve and improve the condition of the existing housing stock, especially affordable housing.						
Strategy 2a. Continue to use all available federal, state and local funds to assist housing rehabilitation.	Continue to use redevelopment agency housing set-aside funds and federal HOME funds to finance housing rehabilitation.	Single-Family Rehabilitation Program (aka Housing Improvement Program)	120 units (20 very low) (100 low)	RDA Set-Aside HOME	Upland Redevelopment Agency	2000-2005
		Rental Rehabilitation Program	164 units (24 very low) (120 low) (20 moderate)	RDA Set-Aside HOME	Upland Redevelopment Agency	2000-2005
		Emergency Repairs Grant Program	100 very-low-income units	RDA Set-Aside	Upland Redevelopment Agency	2000-2005
Strategy 2b. Preserve the affordability of federal, state and city subsidized units threatened with conversion to market rates.	As part of this Housing Element Update effort, the City has prepared an inventory of units eligible to convert to market rate during the next 10 years. (see Housing Element Section IV.C.2) The City will contact these property owners prior to conversion to market rate and recommend appropriate action to	Preservation of At Risk Units	Preserve 16 very-low-income units; work with apartment owners to obtain tax-exempt status.	HOME, RDA Set-Aside, multi-family revenue bonds.	Upland Housing Authority, Community Development Department	2000-2010

TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source [1]	Responsible Agency	Time Frame
	preserve these affordable units if necessary.					
	Assist eligible non-profit buyers in acquiring market rate apartments using mortgage revenue bonds with a portion of the units made available to lower-income households at affordable rents.	Apartment Acquisition; Real Estate Affordability Credit	180 units (total); (36 very-low) (144 moderate)	Mortgage Revenue Bonds and private funds	Upland Redevelopment Agency	2000-2005
Strategy 2c. Enhance the quality of existing residential neighborhoods by including adequate maintenance of public facilities in the City's capital improvement program and requiring residents and landlords to maintain their properties in good condition.	Continue the City's code enforcement and graffiti removal programs.	Code Enforcement Program	Prevent the loss of existing units from the housing stock.	General Fund, CDBG	Police Department	Ongoing
		Graffiti Removal Program	Prevent neighborhood deterioration.	General Fund, CDBG	Police Department	Ongoing
	Continue to provide ongoing infrastructure maintenance in existing residential neighborhoods through the capital improvement program.	Capital Improvement Program	Maintain adequate infrastructure in existing neighborhoods and provide infrastructure to new developments.	Measure I, gas tax, Redevelopment Agency set-aside funds.	Public Works Department	Ongoing
	Continue to participate in the CDBG program.	Community Development Block Grant Program	Assistance to low-income persons (various objectives)	HUD	Community Development Department	2000-2005

TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source [1]	Responsible Agency	Time Frame
	Identify existing apartment complexes in need of repair and provide financial assistance or other incentives to encourage the owner to make a substantial investment in rehabilitation and ongoing maintenance and guarantee long-term affordability. Where appropriate, the development of additional units may be permitted as one incentive.	Five-Star Program Problem-Oriented Policing Program	75 units (40 Very Low) (35 Low)	General fund	Police Department	2000-2005
Strategy 2d. Preserve the affordability of apartment units that are converted to condominiums.	Develop a Condominium Conversion Ordinance requiring that a portion of units be made available to low- and moderate-income buyers in exchange for the City's financial assistance.	Zoning Code Implementation	Make 10% of all condo conversions available to first-time homebuyers.	General Fund	Community Development Department	2000-2005
Goal 3. To promote housing opportunities for all persons regardless of race, age, religion, sex, marital status, ancestry, national origin, or color.						
Strategy 3a. Continue to support fair housing laws and organizations that provide fair housing information and, enforcement.	Provide financial assistance from CDBG funds to fair housing organizations.	Fair Housing Program	Provide financial support to organizations that Investigate and take appropriate action on all housing discrimination complaints in the city.	CDBG	Upland Redevelopment Agency	Ongoing

TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source [1]	Responsible Agency	Time Frame
Strategy 3b. Encourage the removal of architectural barriers in existing residential units.	Continue to enforce building code provisions requiring accessible design.	Building Code enforcement; ADA compliance	Ensure compliance with existing accessibility requirements.	General fund; private sector; HOME; CHFA	Building Department, Upland Redevelopment Agency, Community Development Department	Ongoing
Strategy 3c. Ensure the availability of financing for affordable housing projects.	Obtain annual Community Reinvestment Act reports from local lenders and negotiate favorable terms for low- and moderate-income homebuyers and multi-family projects.	Community Reinvestment Act Program	Annual review of CRA reports; encourage financing availability for affordable housing projects.	General fund, Local lending institutions	Community Development Department	Ongoing
Goal 4.1 Assist low-income persons in obtaining financial aid.						
Strategy 4a. Continue to participate in the Section 8 Rental Assistance Program.	Continue to support the Upland Housing Authority and its participation in the Section 8 Rental Assistance Program.	Section 8 Rental Assistance Program	Continue to administer 579 Section 8 certificates.	HUD	Upland Housing Authority, County Housing Authority	Ongoing
Strategy 4b. Ensure rent stability in the city's mobile home parks.	Continue to enforce the mobile home rent control ordinance.	Mobile Home Rent Control Program	Maintain rent stability for the city's 860 mobile home occupants.	Redevelopment Agency	Redevelopment Agency	Ongoing
Strategy 4c. Provide financial assistance to low- and moderate-income households in purchasing homes.	Continue to participate in the Lease-to-Own Program.	Lease-to-Own Program	160 buyers assisted. (10 Low) (50 Moderate) (100 Above mod)	Mortgage revenue bonds.	California Cities Home Ownership Authority (CCHOA)	2000-2005
	Provide assistance to first-time homebuyers in targeted areas.	First-Time Homebuyer Program	100 Low-income units	HOME & RDA set-aside	Upland Redevelopment Agency	2000-2005
Strategy 4d. Ensure that all affordable housing assisted with public funds remains affordable for the required time period.	Monitor all bond-financed projects annually to verify compliance with affordability covenants.	Bond Administration Program	Annual verification of compliance.	RDA set-aside, bond proceeds.	Upland Redevelopment Agency	2000-2005

TABLE 53
HOUSING ACTION PLAN SUMMARY

Goal/Strategy	Actions	Implementation Programs	Plan Objective	Funding Source [1]	Responsible Agency	Time Frame
Goal 4.2 Assist persons in need of temporary housing in obtaining short-term accommodations.						
Strategy 4e. Support the existing transitional housing shelters in the city by providing financial assistance.	Continue to provide a minimum of $5,000 per year in financial assistance to the city's transitional housing shelters.	Homeless Transitional Shelter/Emergency Shelter Voucher Program	Allocate $5,000 per year to shelters.	RDA Set-Aside, HOME, CDBG, HCD, private donations	Upland Housing Authority, Upland Redevelopment Agency, Foothill Family Shelter	2000-2005
Goal 5: Reduce residential energy use within the City.						
Strategy 5a. Encourage the use of energy conservation features in residential construction and remodeling.	Continue to participate in the Home Weatherization Program.	Home Weatherization Program	50 units (15 Very Low) (15 Low) (20 Mod)	Private utilities, San Bernardino County	San Bernardino County Department of Aging	Ongoing
	Maintain and distribute literature on energy conservation, including solar, additional insulation, and subsidies available from utility companies, and encourage homeowners and landlords to incorporate these features into construction and remodeling projects.	General Plan Implementation Program	Make energy conservation literature available.	General fund	Upland Redevelopment Agency, Community Development Department, Building Department.	2000-2005

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C. QUANTIFIED OBJECTIVES

1. New Construction

The City's quantified objectives for new construction for each program during the 1998-2005 time period are shown in Table 54. It should be noted that achievement of these objectives will be dependent on many factors beyond the City's control, such as funding availability, interest rates and general economic conditions.

TABLE 54
NEW CONSTRUCTION
QUANTIFIED OBJECTIVES SUMMARY 1998 - 2005

	Very-Low	Low	Moderate	Above Moderate	TOTAL
Affordable Housing Incentive Program	145	166	4	0	315
Senior Housing Program	250	130	120	0	500
Infill Housing Program	20	20	20	0	60
Second Units	20	10	10	0	40
Market Rate	0	0	265	1,170	1,435
TOTALS	**435**	**326**	**419**	**1,170**	**2,350**

2. Rehabilitation

Table 55 shows the City's quantified objectives for rehabilitation programs by income category.

TABLE 55
REHABILITATION
QUANTIFIED OBJECTIVES SUMMARY 1998 - 2005

	Very-Low	Low	Moderate	Above Moderate	TOTAL
Single-Family Rehabilitation Program	20	100	0	0	120
Rental Rehabilitation Program	24	120	20	0	164
Emergency Repairs Grant Program	100	0	0	0	100
TOTALS	**144**	**220**	**20**	**0**	**384**

3. Preservation

The City's objectives for preservation programs are shown in Table 56.

TABLE 56
PRESERVATION
QUANTIFIED OBJECTIVES SUMMARY 1998 - 2005

	Very-Low	*Low*	*Moderate*	*Above Moderate*	*TOTAL*
At-Risk Units	16	0	0	0	16
Apartment Acquisition	36	144	0	0	180
Section 8	579	0	0	0	579
Mobile Home Rent Control	172	516	86	86	860
1st Time Homebuyer	0	100	0	0	100
Lease-to-Own Program	0	10	50	100	160
5-Star Program	40	35	0	0	75
Home Weatherization	15	15	20	0	50
Code Enforcement	n.a.	n.a.	n.a.	n.a.	n.a.
TOTALS	**858**	**820**	**156**	**186**	**2,020**

APPENDIX A. EVALUATION OF POTENTIAL HOUSING SITES

Background

As required by state law, the City has conducted an assessment of the development capacity of vacant and underutilized land in relation to the City's fair share of regional housing need (see Section IV.B.1). This assessment concluded that based on existing land use designations, vacant parcels have a capacity of about 1,582 units. The City's fair share of regional housing needs has been identified as 2,350 units, and a total of 383 units have been built during this RHNA period, resulting in a net shortfall of about 385 units (see Table 50).

In response to this gap between housing needs and development capacity, the City has already begun the process of identifying potential sites for additional housing. The first step was to examine vacant parcels, including those with non-residential land use designations, and parcels where there is a potential for residential redevelopment. A list of evaluation criteria was then prepared to assist in rating each potential site for its residential development feasibility. Table A1 contains a list of candidate sites along with ~~an~~ a preliminary estimate of the number of units that could potentially be developed on each site. The location of each site is shown in Exhibit A1. The evaluation process was conducted through a public meeting of the Council Advisory Committee on February 16, 2000, a Community Workshop on February 29, 2000, and a Planning Commission Workshop on August 23, 2000.

The results of this evaluation confirm that there are sufficient vacant and underutilized sites to accommodate the City's fair share of the region's new housing need at each income level. Whether these sites are actually developed with housing during the timeframe of this Housing Element will depend on a variety of factors including the general health of the economy, market trends, and individual decisions by private developers and investors. The Action Plan described below identifies specific steps the City will take in pursuit of its housing objectives.

Affordable Housing Action Plan

As part of the Housing Element update, the City has adopted a Five-Year Action Plan, which includes the following strategy and specific actions.

Strategy 1b. Identify specific undeveloped areas and under-utilized properties that are suitable for higher-density apartment and condominium development through an opportunity-based program.

Action *Identify candidate sites for the development of affordable senior housing projects with the objective of providing 500 new senior affordable units by 2005.*

Action: *Identify vacant and underutilized candidate sites in the Town Center area and/or along Foothill Boulevard or any other redevelopment project area where high-quality multi-family and condominium or mixed-use development would be a catalyst for the area's revitalization and would stimulate additional private investment with the objective of providing ~~60~~375 new affordable units by 2005.*

Action: *Provide assistance to first-time homebuyers in targeted areas.*

~~In order to implement this action plan the following specific steps will be taken:~~

- ~~Identify qualified affordable housing developers and assist them in evaluating potential sites that are most suitable for affordable housing development.~~
- ~~Assist developers in preparing conceptual plans for specific sites that would meet the City's quantified objectives to the greatest extent feasible given funding availability and site characteristics.~~
- ~~Assist developers of affordable housing projects in site acquisition, financing, design and entitlement processing.~~

In order to implement this affordable housing action plan the following milestone targets have been established:

February 1, 2001	Commence outreach for the affordable housing opportunity-based program to identify properties that are most promising for residential development and owners that are interested in working with the City to develop new housing.
	Initiate collaborative discussions with potential non-profit or for-profit developers and identify potential funding sources
July 1, 2001	Identify the specific sites that the City will commit for affordable housing development and initiate entitlement processing (e.g., zone change, conditional use permit) as necessary.
July 1, 2002	Develop conceptual plans and identify developer(s) and funding sources for specific project sites.
July 1, 2003	Site acquisition and award of construction contracts.
July 1, 2004	Occupancy

The City's progress toward these objectives and milestones will be monitored and reported in the annual Housing Element progress report required by Govt. Code Sec. 65400(b)(1) and the One-Year Action Plans prepared as part of the Consolidated Plan process.

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TABLE A1
HOUSING SITES EVALUATION

Site	Site Characteristics		Site Evaluation						
	Parcel Size (acres)	Existing General Plan Designation	Infrastructure Availability	Potential Units					Actions Needed to Facilitate Residential Development
				Very Low	Low	Mod	Above Mod	Total	
1. Blue Goose Packing House	9.3	Light Industrial	Good	100		80		180	Zone change
2. The Colonies	283.7	Residential/ Commercial (SP)	Good	130	100	251	998	1,479	Specific plan amendment
3. Arrow Hwy/Grove	13.1	Neighborhood Shopping	Good	150	100	-	-	250	Zone change
4. Arrow Hwy Church Property	5.8	4-6 du/ac, Institutional/ Institutional (SP)	Good	50	95	-	-	145	CUP
5. 5th Ave site	0.9	12-20 du/ac	Good	-	-	5	13	18	CUP
6. Mesa Court	6.8	Commercial Professional	Good	-	5	50	-	55	CUP
7. Foothill Corridor study area	100+	7-12 du/ac, Flood Control, Hwy Commercial	Good	25	25	100	100	250	Specific plan/ zone change
Infill sites/2nd units	Varies	Varies	Good	20	10	10	-	40	CUP
TOTALS				**475**	**335**	**496**	**1,111**	**2,417**	
Net Housing Need 2000-2005[1]				**435**	**326**	**354**	**852**	**1,967**	
Surplus (Deficit)				**40**	**9**	**142**	**259**	**450**	

Notes:
1. RHNA need less units built since 1/98 (see Table 50)

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Exhibit A1 Potential Housing Sites

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